DOCUMENT RESUME

ED 303 585 CE 051 661

TITLE Hearing on National Youth Corps, H.R. 18 and H.R. 460. Hearing before the Subcommittee on Employment Opportunities of the Committee on Education and Labor. House of Representatives, One Hundredth Congress, First Session (May 11 and 24, 1988).

INSTITUTION Congress of the U.S., Washington, D.C. House Committee on Education and Labor.

PUB DATE May 88

NOTE 125p.; Serial No. 100-75. For related documents, see CE 051 658-660.

AVAILABLE FROM Superintendent of Documents, Congressional Sales Office, U.S. Government Printing Office, Washington, DC 20402.

PUB TYPE Legal/Legislative/Regulatory Materials (090) -- Viewpoints (120)

EDRS PRICE MF01/PC05 Plus Postage.

DESCRIPTORS Adolescents; Adult Basic Education; Citizen Participation; Community Development; *Disadvantaged Youth; Educational Needs; *Employment Programs; *Federal Legislation; *Federal Programs; Hearings; Job Training; Postsecondary Education; Program Implementation; Public Policy; *Public Service; Young Adults

IDENTIFIERS Congress 100th; Proposed Legislation; *Youth Service

ABSTRACT

This document contains transcripts of oral and written testimony from witnesses at a hearing on H.R. 18 and H.R. 460, which would create a National Youth Corps. The National Youth Corps proposal links two other proposals, the Conservation Corps bill and the National Youth Service bill, into a comprehensive bill to provide alternatives for youth in both urban and rural areas. The National Youth Corps bill proposes to hire young people to perform public service, such as conservation and clean-up chores, at minimum wage. The Youth Corps also would provide some education to these youths, provide job-placement assistance after the 2-year program, and possibly provide dormitory-style housing and supervision. Witnesses testifying included the director of the Philadelphia Youth Service Corps, executives from various conservation organizations, the president of the Philadelphia Private Industry Council, the chairman of the Ogilvy Group (advertising and marketing involvement for the New York City Volunteer Corps and other organizations), and various congressional representatives. Witnesses testified about the desirability of such a National Youth Corps, of the benefits it could provide the country and the youths involved, about their personal experiences with current programs or the Civilian Conservation Corps in their youth. (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

HEARINGS ON NATIONAL YOUTH CORPS, H.R. 18 AND H.R. 460

ED303585

HEARINGS

BEFORE THE

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

SECOND SESSION

HEARINGS HELD IN WASHINGTON, DC, MAY 11 AND 24, 1988

Serial No. 100-75

Printed for the use of the Committee on Education and Labor

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
This document has been reproduced as received from the person or organization originating it.
Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

U.S. GOVERNMENT PRINTING OFFICE
87-856 WASHINGTON : 1988

For sale by the Superintendent of Documents, Congressional Sales Office
U.S. Government Printing Office, Washington, DC 20402

CED 51461

2 BEST COPY AVAILABLE

COMMITTEE ON EDUCATION AND LABOR

AUGUSTUS F. HAWKINS, California, *Chairman*

WILLIAM D. FORD, Michigan
JOSEPH M. GAYDOS, Pennsylvania
WILLIAM (BILL) CLAY, Missouri
MARIO BIAGGI, New York
AUSTIN J. MURPHY, Pennsylvania
DALE E. KILDEE, Michigan
PAT WILLIAMS, Montana
MATTHEW G. MARTINEZ, California
MAJOR R. OWENS, New York
CHARLES A. HAYES, Illinois
CARL C. PERKINS, Kentucky
THOMAS C. SAWYER, Ohio
STEPHEN J. SOLARZ, New York
ROBERT E. WISE, JR., West Virginia
TIMOTHY J. PENNY, Minnesota
BILL RICHARDSON, New Mexico
TOMMY F. ROBINSON, Arkansas
PETER J. VISCLOSKY, Indiana
CHESTER G. ATKINS, Massachusetts
JAMES JONTZ, Indiana
JAMES M. JEFFORDS, Vermont
WILLIAM F. GOODLING, Pennsylvania
E. THOMAS COLEMAN, Missouri
THOMAS E. PETRI, Wisconsin
MARGE ROUKEMA, New Jersey
STEVE GUNDERSON, Wisconsin
STEVE BARTLETT, Texas
THOMAS J. TAUKE, Iowa
RICHARD K. ARMEY, Texas
HARRIS W. FAWELL, Illinois
PAUL B. HENRY, Michigan
FRED GRANDY, Iowa
CASS BALLENGER, North Carolina

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

MATTHEW G. MARTINEZ, California, *Chairman*

PAT WILLIAMS, Montana
CHARLES A. HAYES, Illinois
MAJOR R. OWENS, New York
CHESTER G. ATKINS, Massachusetts
JAMES JONTZ, Indiana
AUGUSTUS F. HAWKINS, California
(Ex Officio)
STEVE GUNDERSON, Wisconsin
PAUL B. HENRY, Michigan
FRED GRANDY, Iowa
JAMES M. JEFFORDS, Vermont
(Ex Officio)

CONTENTS

Page

Hearings held in Washington, DC, on:
May 11, 1988 1
May 24, 1988 69
Statement of:
Blyth, Jon, program officer, Charles Stewart Mott Foundation 92
Burwell, David, president, Rails-to-Trails Conservancy; cochair, Human Environment Center 31
Daughdrill, Paul D., legislative director, National Association of Civilian Conservation Corps Alumni 102
Halperin, Samuel, study director, William T. Grant Foundation 83
Harris, Franchette, corpsmember, Philadelphia Youth Service Corps 57
Harris, Sheryl, corpsmember, Philadelphia Youth Service Corps 62
Huber, Lorri A., member of the Pennsylvania Conservation Corps 52
Lacey, David, chairman, Private Industry Council, Philadelphia, PA 27
Mitchell, Greg, corpsmember, Philadelphia Youth Service Corps 64
Panetta, Hon. Leon E., a Member of Congress from the State of California 3
Phillips, W.E., chairman, the Ogilvy Group 36
Randolph, Hon. Jennings, Senior Advisor, U.S. Institute of Peace 70
Roybal, Hon. Edward, a U.S. Representative from the State of California 72
Szanton, Peter, president, Szanton & Associates 100
Prepared statements, letters, supplemental materials, et cetera:
Blyth, Jon R., program officer, Charles Stewart Mott Foundation, prepared statement of 96
Burwell, David, president, Rails-to-Rails Conservancy, prepared statement of 34
Daughdrill, Paul D., National Association of Civilian Conservation Corps Alumni, prepared statement of 107
Gunderson, Hon. Steve, a Representative in Congress from the State of Wisconsin, prepared statement of 23
Halperin, Samuel, study director, William T. Grant Foundation, prepared statement of 87
Harris, Franchette, corpsmember, Philadelphia Youth Service Corps, prepared statement of 58
Harris, Sheryl, corpsmember, Philadelphia Youth Service Corps, prepared statement of 63
Huber, Lorri A., participant, Pennsylvania Conservation Corps, prepared statement of 55
Mitchell, Greg, corpsmember, Philadelphia Youth Service Corps, prepared statement of 65
Panetta, Hon. Leon E., a Representative in Congress from the State of California, prepared statement of 7
Phillips, W.E., chairman, the Ogilvy Group, prepared statement of 39
Roybal, Hon. Edward R., a Representative in Congress from the State of California, prepared statement of 75

HEARING ON NATIONAL YOUTH CORPS, H.R. 18 AND H.R. 460

WEDNESDAY, MAY 11, 1988

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:35 a.m., in room 2257, Rayburn House Office Building, Hon. Matthew G. Martinez [chairman of the subcommittee] presiding.

Present: Representatives Martinez, Hayes, Owens, Jontz, and Gunderson.

Staff present: Eric Jensen, Valerie White, Tammy Harris, Mary Gardner, and Beth Boehlmann.

Mr. MARTINEZ. The subcommittee will come to order.

This morning's hearing of the Subcommittee on Employment Opportunities is called to receive testimony on legislation establishing a national youth service.

In my estimation, a lot of the reason for the problems we have with young people, especially in our cities and even in our rural areas, is that they have no alternatives. I have a situation in my own district which proved to me beyond a shadow of a doubt that the positive alternatives for these young people is for them to be gainfully employed, or gaining work experiences, or gaining incentives to go back to school, or to continue their schooling.

We have a situation in a portion of the city of Monterey Park that was called "The Block." In that area there were kids who had nothing else to do but be destructive and vandalize the businesses located there. There happened to be a gentleman who had originally been from Harlem. In his experiences with the gang activity there, he realized that most of the activity was because gang members had no positive alternatives. He had moved to California to have a better life for him and his family and to be successful in a business, which he was. Now that business was being vandalized by individuals in the neighborhood.

He called a couple of friends who had moved to California with him from Harlem. He told them that he had a plan, but he needed their help. So he called the gang members together. With his friends there, he stated that unless there was a change in their attitudes towards his and other businesses in the neighborhood there would be a war in which several people would be hurt, some of them included. He asked them if there wouldn't be a better alternative to that.

As he started to talk to them, he realized that most of them wanted jobs. But most of them had no work experience. Most of them couldn't even fill out an application form for a job. As a result, he started to investigate what he could do about providing these opportunities for these young people.

He went to the East Los Angeles Skills Center. He found out that most of them could be enrolled there and gain an education or training to do a job. He was able to place most of them. In fact, he was able to place a sufficient number of them so that the gang activity ceased. There is no longer a "Block" gang in that part of Monterey Park.

The older members of the gang, who had found gainful employment and an alternative to vandalism, were enough of an influence to cause the younger people to seek more education, more training, and as soon as they became eligible for the training at the Skills Center, to enroll there.

I visited New York City for a hearing on their City Job Corps. Listening to the young people that were involved in the program, I learned of how their experiences gave them new desires, ambitions and expectations. I realized that performing community service was for them a positive alternative to worse things that they could be doing.

In the city of San Francisco we had the same experience. We visited job sites and saw the kinds of work that these young people were doing. These people were doing work that desperately needed to be done, but for which the local city did not have the funds to provide. Through this program they were able to provide for that work to be done. None of it jeopardized public employees in any way.

This bill has a lot of positive ramifications. However, as with almost all bills, there are some negative aspects. But we can work out the negative points so that eventually we can develop a bill which will provide positive alternatives for these young people rather than the negative alternative that they have now.

With that, I'd like to turn to the author of one portion of this bill. What we've done was take the Conservation Corps bill authored by the Honorable Morris K. Udall, H.R. 18, and the National Youth Service bill authored by the Honorable Leon Panetta, H.R. 460, and rolled them into one comprehensive bill to provide alternatives for youth in both urban and rural areas.

The Conservation Corps is a bill which has been passed out of the House in each of the past two Congresses. One of those times it passed through both Houses and then was pocket-vetoed by the President. This was astonishing because the President signed into law the same kind of bill for California when he was governor of California. There seems to be a discrepancy there.

At any rate, we are hopeful that we can proceed to finding a comprehensive way to help the young people of our country and start them on the road to a decent method of providing a living for themselves and not a life of drugs and crime.

With that, I'd like to announce that the prepared statements of all the witnesses will be inserted into the record immediately following their oral presentations.

Before I go to the witnesses, I would like to ask Mr. Jontz if he has an opening statement. Mr. Jontz?

Mr. JONTZ. Mr. Chairman, let me just say very briefly that I appreciate your leadership on this issue. I am pleased to see our good friend and colleague, Leon Panetta, here this morning. I hope we can move forward with this very important legislation.

Mr. MARTINEZ. Thank you, Mr. Jontz.

Mr. Panetta?

STATEMENT OF HON. LEON E. PANETTA, A MEMBER OF CONGRESS FROM THE STATE OF CALIFORNIA

Mr. PANETTA. Thank you very much, Mr. Chairman, and members of the subcommittee.

First of all, I want to express my thanks for all of the cooperation that you have provided in trying to put this legislation together.

Incidentally, I ask that my statement be made part of the record. I am just going to summarize it briefly, if I could.

Mr. MARTINEZ. So ordered.

Mr. PANETTA. Again, I would like to express my deepest thanks to you, the other members of the subcommittee, and your staff. We've had numerous meetings on this legislation. I think we finally have come forward with a strategy that combines H.R. 18, which is the American Conservation Corps Act as well as H.R. 460, which is the Voluntary National Youth Service Act. Those two together represent a commitment to national youth service in our society.

If there is anything I think the time has come for, it is a national youth service program aimed at the youth in this country. We have gone through a period of eight years, and perhaps longer than that, where we have seen what is called the "me generation" among young people, in which they basically have turned inward and away from service to country. We've come a long way from John Kennedy's plea to the country that "You ask not what your Nation can do for you, but what you can do for your Nation." That has almost been reversed over these last few years.

The time has come now to turn the "me generation" into the "we generation" so that we can work together in this society committed to service to both government and to others in our society. The focus for that commitment is a national service system of some kind.

Why is there the need for it? First is the need based on commitment to service that there just has not been over the last few years, a commitment by young people to service in government or service in the community. That needs to be an inspiration that we provide to young people in this country. We live in a democracy. Our democracy does not work unless people are committed to making it work. We, in leadership positions, have an obligation and a duty to try to provide that incentive to young people.

The second area is a need for directing programs that are meaningful at youth who are largely unemployed and without any opportunity. This subcommittee probably knows it better than anybody else. We are looking at almost 2.6 million jobless youth in this country. We are looking at almost 10 percent of those jobless be-

tween the ages of 16 and 24 being white; 14.2 percent being hispanic; and 25.3 percent being black.

We know we have a major problem in our society in terms of what I would call "lost generations" who we simply, for one reason or another, have been unable to reach. We know they are there. You see it every day. I see it every day. These are a group of young people that we simply have to provide some opportunity to that we have not been able to reach.

The last point I would make for the need for this legislation is that we are in a crunch these days in terms of fiscal problems. We all know it. It is true at the Federal level with the size of the deficit we are running. We know we have tremendous resource problems when we pay 15 percent of the Federal budget on interest payments on that debt. That is 15 percent that is not going for jobs. It is not going for housing. It is not going for anything except to pay interest on a debt. So we've got real resource problems. It is hurting us at the Federal level. It is hurting at the State level, and the local level.

What we've got to turn to when we are faced with that kind of resource crunch is a partnership in which we bring the local communities, States and young people together to try to meet some needs at the local level. The needs are there. We all know they are there. Whether it is dealing with the elderly, conservation, library services, or education, we know the needs are there. They are real. This is one way to bring together that essential partnership that we need in a democracy to try to respond to those needs.

So I think the essential need for this kind of legislation is very clear. Whether it's the need to restore service, a service commitment. Whether it's the need to try to direct some hope towards an unemployed generation in our society. Or whether it's the need to meet needs in our society. All of these are reasons why this bill is necessary.

There are some that would talk about a mandatory national service system. There was an article this morning by David Broder in the Washington Post that talked about approaching this on some kind of mandatory basis. I've got to tell you that a mandatory national program of service is very, very controversial. This smacks of selective service and whether we are going to tell everybody where they ought to serve. Regardless of how one feels about it, let's understand that that is a very controversial issue. I don't think the Nation or the Congress is prepared to take that step.

In the interim, it seems to me important to try to provide a voluntary incentive for this kind of system. That's what we do in this legislation. We basically say, let's take advantage of what's happening today in the society and encourage it.

We have 50 programs that are operating out there today that already involve some 50,000 young people. There are programs in conservation. There are programs at both the State and local level as well as at the community level. Programs that are, in fact, serving needs within the community.

There are six State service and conservation programs with at least 1,000 full-time participants in Washington, California, Wisconsin, Pennsylvania, New Jersey, and Iowa. This is not to mention the Youth Corps activities that we saw in New York City and some

of the other cities that have developed those kinds of service oriented efforts.

The aim of this legislation is to encourage what's happening at the State and local level. It is not to impose on the country some kind of mandated national service system. It is basically to say to States and local communities, you design these efforts to bring youth into service oriented efforts and we will support you. We will provide a 50:50 share in that effort. The Federal Government and the Nation benefit from those kinds of efforts. So that's what this legislation does. We would help provide incentives to those States and local communities that design these service programs and provide support for youth that are between 16 and 24 years of age.

We have a whole series of possible areas where they could work that are laid out in my legislation. We have areas related to nursing homes, hospices, hospitals, schools, libraries, day care centers, parks, State and local government agencies, rehabilitation and improvement of public facilities, literacy training, weatherization, basic repairs to low-income housing, other energy conservation projects, and on and on. These are all areas that are now being used and directed based on local communities and their needs. We want to encourage that.

This is a service oriented program. Some have raised the question of whether this is a job training program. It is not a job training program. Don't confuse it with a job training program. It is a service oriented program. We want people working, providing and meeting needs in the community. That is the basic thrust here.

In addition to that, we do protect current workers. There were some concerns raised about the minimum wage. We make very clear here in provisions that the minimum wage, in terms of the total amount of benefits provided to these kids, is to meet 100 percent of the minimum wage. So we are not trying to undercut the minimum wage.

There was some concern raised about displacement. We have exactly the same displacement language in here as we have under the JTPA in terms of protecting againsat dislocation. We make clear that these programs are not supposed to displace people who otherwise could be employed. We've taken all of the protections and, at the same time, I think have developed a very unique program to try to provide an incentive for national service.

The last point I want to make is that this is a cost effective program. I realize that it involves an initial authorization here. Let me also assure you, as someone who has worked on budget, that there are plenty of areas once we've authorized this where the funds could be drawn from. I would be happy to outline some of those areas for the committee. I think there are plenty area resources that can be directed towards this kind of effort.

Mr. PANETTA. Every place we've gone where they have a service system in place, the results of it are for every dollar invested we are getting a $1.40 to $1.60 back in cost effectiveness. From a service point of view, from a commitment point of view, and from a cost effectiveness point of view, I would urge this subcommittee to take what I think is a very unique step in a society that is looking for something different, looking for some kind of hope. I think this kind of national service program, on a voluntary basis, offers that

kind of hope. I would just urge you to try to see if we can't move some legislation along these lines.

Thank you, Mr. Chairman.

[The prepared statement of Hon. Leon E. Panetta follows:]

Statement Before the Subcommittee on Employment Opportunities
Hon. Matthew G. Martinez, Chairman

Hon. Leon E. Panetta
16th Congressional District, California
May 11, 1988

Mr. Chairman, I would like to thank you and the Members of the Subcommittee on Employment Opportunities for agreeing to hold this hearing on an amendment combining two separate youth service and conservation corps bills to create one unified program. The bills to which I refer are H.R. 18, the American Conservation Corps Act, sponsored by my distinguished colleague, Rep. Udall, and H.R. 460, the Voluntary National Youth Service Act, sponsored by myself. I regret that Mr. Udall could not be present this morning, but I hope that both Rep. Udall and Senator Moynihan, the sponsor of a companion to H.R. 18 in the Senate, will be able to appear before this panel at similar hearings to be held over the next two weeks.

In addition, I would like to express my appreciation to the numerous individuals and organizations which are enthusiastically offering their support of this initiative, and of youth service in general, through their testimonies and written statements. I have had the opportunity to present testimony on this issue before the Subcommittee on two previous occasions, and am pleased to once again be able to do so.

Youth service is certainly a concept whose time has come. All across the nation, service and conservation corps, some newly initiated and some already fairly well-established, are meeting with much success. The excitement these programs are generating is fast-spreading, as

more and more localities join in these efforts each year. The spirit, idealism and "can-do" attitude that characterizes these corps is equally contagious. I believe it is high time that we at the federal level catch the fever as well.

I firmly believe that America's youth are the most precious natural resource we possess. Yet all around us, the strong bodies and able minds of millions of young people are dulled by an economy that still often denies them the right to find a productive and respectable place in society. Consequently, the lives of scores of young people have been damaged or destroyed by drugs, alcohol, and crime. Moreover, many of those young people who are gainfully employed are turning increasingly inward, more concerned with making and spending money for personal gain than with the condition of their fellow person. We as a society are partly to blame for this lack of opportunity on the one hand and of social responsibility on the other, and we as a society can and must do something about this.

I have noted three disturbing trends which, in my mind, are relevant to the concerns mentioned above. First, while overall unemployment has recently declined, as of March there were still more than 2.6 million youth from 16 to 24 without jobs, and these comprised almost 39% of all unemployed. While total national unemployment is now under 5.5%, teen joblessness stands at 14% for whites, 26% for Hispanics, and 36.9% for blacks. While there are some indications that the employment picture for youth is improving, there is still a long way to go, and many of the newly-created jobs are low-paying, low-potential service sector tasks.

Secondly, the recent tightening of federal purse strings has shifted the burden for social programs to states and localities, which simply do not have the resources to compensate for lost funding. The private sector, which was to step in and fill the gap, has certainly made contributions but has been unable to cover all the bases. Consequently, vital community services have been cut back significantly cut back in many areas.

Finally, the Carnegie Foundation for the Advancement of Teaching released a report a few years ago on the state of higher education. Their findings indicated a disturbing lack of creativity and civic responsibility among college students. While this trend is changing somewhat, and groups such as Campus Compact are encouraging college youth to do public-service work, the pressure of repaying massive student loans is forcing graduates to pursue careers in which they will be guaranteed high salaries. Jobs in public service are routinely bypassed for more lucrative private sector positions. A national voluntary youth service and conservation program, especially one with an education component such as is included in our amendment, could go a long way toward encouraging college students to do public-service work, during and after their formal education.

I raise these concerns today because I believe that a national youth service program of the type before you today would have a direct impact on all these issues. Such a program would not only be an innovative means of restoring lost social services to our communities and performing vital conservation tasks, but would provide youth with

a constructive alternative to unemployment, and to solely pursuing personal gain, that would also serve as a powerful lesson in citizenship. It is my firm belief that if we can demonstrate to our young people that society badly needs and values their services, we can go a long way towards relieving the problems outlined above. In addition, a recent Gallup poll showed that there is very strong support for voluntary youth service among the American people. This survey, taken in December, 1987, showed 83% favoring the establishment of a voluntary program allowing youth to enroll in either civilian or military service.

As you may know, there is clearly a large number of pressing unmet human, social and environmental needs that could be met by a national youth service program. Richard Danzig and Peter Szanton, in their recent book, National Service: What Would It Mean?, did an estimate and came up with 3.5 million positions that could be filled by youth service workers each year and help fill the gaps. These jobs included over 1 million in education, over 700,000 in the health field, nearly 1.5 million in child care, over 165,000 in conservation and the environment, and 250,000 in criminal justice and public safety. Among the many specific tasks to be performed in all these areas include work as teacher's aides, individual tutors, home health and hospital aides, fish and wildlife conservation workers, police support staff, and victim assistance workers.

In addition to meeting many pressing needs, we will, by offering an opportunity to perform public service, meet the needs of many youth

for a useful role in society and meaningful transition to adulthood. Millions of young volunteers have already discovered a greater sense of purpose and a renewed spirit of brotherhood through participation in community service projects. The value of such projects is evident to many young people. Diane Hedin of the Center for Youth Development and Research in Minnesota, who testified before your subcommittee last June, recently found that approximately 75% of Minnesota high school students would support a statewide voluntary youth service program, and that about 50% would actually participate.

Unlike other proposed remedies to the problems of unemployment and other social ills affecting youth, youth service programs put young adults to work, but on terms that are a source of great pride, meaning, and respect. When youth enthusiastically enroll in a program such as the California Conservation Corps, whose motto is "Hard Work, Low Pay, Miserable Conditions," these youth must clearly be involved for much more than the money, and participants gain just as much if not more than the recipients of the services. The youth will have the opportunity to gain practical work experience that may be the deciding factor in obtaining future employment. They will also gain the personal satisfaction derived from the dedication of one's time and energy for the benefit of others. Tough personal demands will be placed upon the volunteers to dedicate themselves to hard work and selfless giving. Those who meet this challenge can not help but profit from this success in all other facets of their personal, academic, and professional lives.

As I stated at the outset, locally initiated youth service programs

have sprung up all over the country. At last count, there were 33 year-round state and local service and conservation corps and, including summer programs, a total of 50 in operation involving over 50,000 young people, and this number is growing rapidly. Although the scope and form varies considerably from one program to another, they all share a common dedication to the ideals of renewed activism, social responsibility and youth potential.

In the 99th Congress, I first introduced the Voluntary National Youth Service Act, which would establish a program of matching grants to states and localities operating youth service programs, because I believe that the federal government should encourage the growth of such state and local initiatives and the many good works they perform. Previous hearings on this and other youth service measures were held by this Subcommittee in September, 1985 and June, 1987. The bill would begin an incremental process of developing a nationwide voluntary youth service program dedicated largely to serving human and social needs. It would be well-complemented by the American Conservation Corps (ACC) Act, which would establish a similar program of matching grants for federal and state conservation programs in a modern version of the New Deal's famed Civilian Conservation Corps. ACC bills were acted on by both the 98th and 99th Congresses. In the 98th, both the House and Senate passed ACC bills, but the measure was pocket-vetoed by the President. In the 99th, the House and Senate passed somewhat differing versions of the bill, and these could not be reconciled before Congress adjourned. Now, as this Congress is preparing to act on ACC, Mr. Udall, as I previously mentioned, has

kindly offered to combine his conservation measure with my human services-oriented bill into one package.

The program created by this bill will be called the "Youth Service Corps," and this Corps will consist of an American Conservation Service and a National Youth Service. Each of these will be very similar to the programs that would be established, respectively, by H.R. 18 and H.R. 460. Both programs will be open to young people from 16 to 25 for year-round participation and from 15 to 21 only for the summer component. While open to all eligible youth, special efforts would be made to recruit and enroll those who are economically disadvantaged, as defined by the Job Training and Partnership Act. During their service in the program, participants must be directly paid at least 50%, and up to 110%, of the minimum wage. Their total benefits, however, must be at least 100% and not more than 160% of minimum wage, thereby guaranteeing that no program could provide a wage and benefits package below the minimum wage. The balance of these benefits would be provided under a new section entitled "Youth Skills Enhancement" that applies to both Services, and which requires participating agencies to include a training and education component in their programs. The measure would also establish a national commission on youth service opportunities based on measures introduced by Reps. Torricelli and Sikorski.

To describe the programs in greater detail, the American Conservation Service would operate both federal and state grant components. Work projects would include conservation of forests, public lands, and

wildlife; revitalization of urban areas and preservation of historic and cultural sites; erosion and pest control, and development and maintenance of recreational sites; and energy conservation and production of renewable energy. The ACS would have separate portions operated by the Interior and Agriculture Departments. States would be required to provide a 50-50 match of federal funds, and to provide a mechanism for participation by local government and non-profit organizations.

Work programs under the National Youth Service could include opportunities in non-profit social service organizations, nursing homes, hospices, hospitals, schools, libraries, day care centers, parks, or state and local government agencies. Other service categories could include the rehabilitation or improvement of public facilities, literacy training, weatherization and basic repairs to low-income housing, and other energy conservation projects. While, as you can see, there is some overlap with ACS projects, NYS programs focus more on meeting human and social as opposed to environmental needs. In addition, the administration of the NYS will differ somewhat, with the Department of Health and Human Services, which provides and oversees a wide range of human and social services, having jurisdiction. Unlike the Conservation Service, the Secretary of HHS would, as in H.R. 460, be authorized to make matching grants not only to states but to localities as well to maximize local participation.

The Title on Youth Skills Enhancement is an important component shared by the Service and Conservation sections, and significantly

strengthens the education and training components of both H.R. 18 and H.R. 460. This title requires that all agencies and projects receiving assistance under this Act use at least 10% of available funds to provide in-service training and education, including remediation, basic skills enhancement, high school equivalency, and college classes. An additional 10% must be used for post-service educational assistance and training. The assistance provided can include vouchers, scholarships, grants, and adult education and skills classes. The Act also requires a skills assessment of all participants when they enroll as well as vocational counseling during service, and requires that any eligible youth who have dropped out of school enroll in a high school equivalency program in order to participate.

This title ensures that participating youth will receive not only valuable work experience and the opportunity to serve, but equally valuable education and training as part of their youth and conservation service, and they will therefore be able to build on and make the most of their term of service. In addition, job training programs under the Job Training and Partnership Act (JTPA) may refer eligible youth to the Corps, and JTPA and other current training and service providers may in turn participate.

Drop-out youth who are ineligible for the Youth Corps shall be referred to relevant education and training systems, and State Job Training Coordinating Councils (SJTCC's) shall have a 30-day period for comments on applications submitted under both the Service and

Conservation programs. A maximum of 15% of funds may be used for administrative purposes, and project and administrative funds for local programs must, except for a very small amount, be passed through. To prevent the program from affecting the employment of current workers, anti-displacement provisions very similar to those in JTPA have been included. Finally, the Commission on National Service Opportunities would provide a valuable opportunity to use the experience of these service and conservation programs to actively study the whole question of national service.

This youth service/conservation measure would lend needed support to existing programs to expand their scope, while encouraging other states and localities to launch new programs. The focus would be largely at the state and local levels, yet a national program would supply the coherence. This type of incremental approach, preserving and encouraging local autonomy and diversity, is the type favored by many youth service organizations as the beginning of a national program. In this regard, the National Association of Service and Conservation Corps, an umbrella group of active youth service and conservation programs throughout the country, has specifically endorsed this combined approach, and I welcome this endorsement.

The Youth Service Corps is not another job training program. While these are certainly very important, the Corps strongly emphasizes service, to communities, states, and our country. This call to service is not issued lightly, and it is the entire nation, in the long run, which stands to gain the most from the more outward-looking citizenry that would develop from such a program. A voluntary

national conservation and youth service program would offer young adults a renewed opportunity to earn a sense of pride and self-respect, and fulfill many pressing national human, social, and environmental needs. Mr. Chairman, members of the Subcommittee, I respectfully urge you to act soon on this measure so that we may then be able to then have action by the full Committee, the Committee on the Interior, which also has jurisdiction of the ACC bill, and then the House. The time is very ripe for the beginning of a voluntary national youth and conservation service, the creation of a Youth Service Corps. Thank you, Mr. Chairman.

Mr. MARTINEZ. Thank you, Mr. Panetta.

As you were speaking, I remembered some things. I remember riding with my older brother who had been in the old CCC's. We were driving by a public work building that was still in use. It was built in the 1930's. I remember him saying to me with great pride, "I worked on that when I was in the CCC's. Look, it is still standing there." It builds pride in young people that they are a part of something, that they are working, that they are a part of society.

You mentioned job training. This may not be a job training bill, but in many ways any work experience is training.

Mr. PANETTA. That's right.

Mr. MARTINEZ. This bill does provide literacy assistance and enhancement along with career counseling while the youths are enrolled in these service programs. In addition, after performing a term of service, the youth will receive further education or skill training from the States themselves. So there is a whole collection of positive things that will occur if we pass this legislation and begin enlisting young people in a youth service program.

The needs that you talk about are there. I don't think any of us in any of our communities can walk around without seeing needs which are unmet because there is no one to do it. The voluntary service program would help meet those needs.

One of the things that has stirred the concern of some people—and I'd like you to elaborate on it—is whether youth service participants would be competition for public employees.

Mr. PANETTA. Mr. Chairman, as I mention in my testimony, we have in the bill the exact same antidisplacement provisions as in the JTPA legislation. That really ought to be sufficient to allay any concerns.

Specifically what we say here is that "no program may be funded unless the administering agency or the secretary certifies that the projects will not result in the displacement or reduction in hours of persons who are currently employed by the program agency; result in new persons being hired by an agency when previously employed persons have been laid off from that agency; impair the existing contracts for services; or prevent persons who normally contract with the agency for conservation or land work from continuing to obtain contracts." Those are very clear cut protections with regards to any concern about displacement.

Mr. MARTINEZ. Now that actual language has already been accepted and approved in JTPA.

Mr. PANETTA. That's correct.

Mr. MARTINEZ. Let me ask you about one other thing. Some of the people have suggested putting this program under the JTPA. What is your response to that?

Mr. PANETTA. Well, I guess my concern is that this is, again, not designed specifically as a job training program but as a service program. We are trying to put kids out in service responsibilities in the community. It is not just to train them for a skill later on but to basically focus on a service to the community. Now it may well be that the skills that they learn in that job they may want to use later on. But the primary purpose here is to provide service to the community.

I speak with some degree of experience on this issue. My oldest son happens to be in the Peace Corps right now. My oldest son was a history major out of Cal. When he went into the Peace Corps, he was trained in water conservation efforts and wound up in Kenya. Now he is helping a community deal with the water conservation efforts. Well, he is providing a service there. He is not going to go into water conservation. That is not his interest. But he is providing a service at the present time through an existing program that provides service abroad.

If there is any principle or point that I could bring home to this panel, it is that I see in my son, by virtue of his ability to provide service for this country somewhere else, a renewed spirit in what our democracy is all about. That is exactly the kind of spirit I think we need to instill in others.

But the main answer to your question, Mr. Chairman, is that I see this as a service program, not a job training program. Frankly, that's why instead of putting it under the Department of Labor, we provide for it under the Department of Health and Human Services.

Mr. MARTINEZ. One last question, then I will turn to the other members of the panel.

One concern, I have heard is that these people would be paid less than the minimum wage. Would you respond to that?

Mr. PANETTA. Yes. Again, what we require here is that the total compensation and benefits must equal at least 100 percent of the minimum wage. This, incidentally, is a change from my original bill. I think my original bill had about 80 percent of the minimum wage. We now provide that all of the benefits that are provided in here are to be at a minimum at least 100 percent of the minimum wage and at a maximum 160 percent of the minimum wage. So there's no way that this could be used to bypass the minimum wage.

Mr. MARTINEZ. Thank you, Mr. Panetta.

Mr. Gunderson?

Mr. GUNDERSON. Thank you, Mr. Chairman.

Thank you, Mr. Panetta, for being here and for your testimony.

Let me ask you a couple of questions that I have been struggling with on this issue. I am trying to figure out how my concerns can make me into the good guy rather than the bad guy on this issue.

I have predicted to many people and in many speeches around the country that the next Administration, Republican or Democrat, would probably along, with this Congress, provide the greatest increase in funding for Manpower programs that we've seen in a long time. I think it is necessary as you look at preparing this country for the 21st century.

My problem is that we now have the Job Training Partnership Act. We have the dislocated programs and the training programs for the economically disadvantaged. We have the job corps program. We have the adult education program. We have vocational education. We spend probably $4.5 billion just in those programs alone at the present time. This bill is talking about $150 million to $200 million between its two elements.

My concern is that we are about to significantly increase funding for Manpower Programs. And yet we do not have any kind of as-

sessment of the various delivery systems as to what works, what doesn't work, what's cost effective, what isn't cost effective, what the target populations are out there, or what the particular needs are. None of these programs are bad in and of themselves. But how do we, as policymakers, put all of these different programs and proposals into the kind of long-term justifiable system that you are going to have the privilege of working with as budget committee chairman. Do you have any response? Help me out.

Mr. PANETTA. Sure. I share the concern about the direction that we need to move in. I guess none of us will really know what that direction looks like until the new President takes office and the new Administration comes in and kind of lays out some goals for where that Administration wants to go.

But I know that we have almost $6 billion committed to various job training programs. What I see in my community and other communities is that while some of those job training aspects are going into effect, I don't see the youth actually out there in jobs providing service.

Admittedly, I think what you are looking at is two programs that can complement each other. Obviously, you need the job training skills. Obviously, those that manage to make it into job training and then move on into a skilled position, that's great, because they are in that path. But at the same time, you have this whole group of others that aren't in job training and that aren't doing anything out there in terms of any kind of service to the community. These are the ones that I want to reach in some way.

I think everyone admits that there are tremendous gaps here which we are not meeting. This in not something we are just throwing out there that is untested. You have 50 programs out there at the State and community level that provide more than sufficient evidence that this kind of program can work at the local level. These programs are not being designed by the Federal Government. We often design job training programs, and we mandate certain requirements. Frankly, that drives people nuts, some of them, the mandates that we provide in these areas. But here, we are basically saying let the States and local communities design programs in service areas that meet their needs. We are basically allowing the communities to do that. We have evidence to prove that it's working. For 50,000 students today it is working very effectively.

I want to build on that because I see this whole area of service as a compliment to the job training area. I think if we use both of those working together, we are eventually going to pull these kids out of these lost generations and get them back into the mainstream of society. I would hope that the next Administration, while hopefully making a commitment to some kind of job training and education effort in our society, will also use the service program as an element of that to try to then get the best of all worlds. You've got kids out there working. They are earning some money. They are setting money aside for their education. At the same time, they can be in a job training program and moving towards a skilled position. I think it is the best way to compliment our effort to deal with younger people in this country.

Mr. GUNDERSON. My second concern involves the whole issue of coordination of services and the elimination of duplication of effort. This bill now suggests that HHS and Interior ought to be the lead Agency, whereas, in all of our other Manpower programs in this country, we have them within the Department of Labor. I have to tell you that having the Labor Department oversee this type of program seems more proper and legitimate to me. Any comments?

Mr. PANETTA. I guess the main reason we focused on Health and Human Services is, again, because I look at this program not so much as job training but as a service program. HHS is mainly engaged in the provision of services. That's why we thought it made sense. That is number one.

Number two, we view this as a program of providing matching funds as opposed to actually controlling, mandating, or administering job training programs. This is more a program that is designed at the local community or State level as opposed to being controlled or mandated at the Federal level. Therefore, HHS would simply be providing matching grants and serving as a funding mechanism more than an administering agency, which is not the case with regards to Labor and the labor training programs.

Mr. GUNDERSON. The Chairman—and this is my final question, Mr. Chairman—alluded earlier to a suggestion I had made previously. That is that we take these kinds of programs and, number one, include some kind of an education component, as your bill now does.

Mr. PANETTA. Yes.

Mr. GUNDERSON. Second, that we incorporate these into the disadvantaged youth programs within the Job Training Partnership Act. The reason I suggest this approach is that it allows, very frankly, us a better opportunity to get the programs authorized and get them on the books within the overall concerns of the budget and within the concerns of avoiding duplication and fostering coordination of efforts. How opposed are you to that concept?

Mr. PANETTA. Listen, I am very flexible on all approaches here. My goal is to try to get some kind of national service incentive system built into these programs. I see what is happening out there in the State and local communities. I think it is working. I think we have a responsibility to provide an incentive for that.

Whether the tool is to use the mechanism that you've talked about, or whether it is to establish a separate mechanism, frankly, I am going to rely on the expertise of this subcommittee to tell me what tools we need to get there.

I know where I want to get. I hope that the subcommittee shares that goal with me. I am prepared to work with you in any mechanism that will get us from here to there. The end result has to be to provide incentives to States and local communities to do these kind of national service programs because they work. I see kids providing services that otherwise would be lost.

The conservation program—let me just give you one idea. We have a State conservation program in California, the California Conservation Corps. It is one of the few programs that reach out to disadvantaged kids and brings them into a meaningful role. They are cutting trails. They are developing all kinds of things at the local level. The communities have responded to these kids who are

working in the communities. They are making a contribution. The community knows it. The State knows it. I just think our society overall is better off as a result of these kinds of programs. So that's my goal. I hope we can work together to try to reach the same goal.

Mr. GUNDERSON. I appreciate that willingness to be flexible and work with us.

Mr. Chairman, I do have an opening statement that I would like inserted for the record.

Mr. MARTINEZ. With no objection, so ordered.

Mr. GUNDERSON. Thank you.

[The prepared statement of Hon. Steve Gunderson follows:]

STATEMENT BY REP. STEVE GUNDERSON
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES
HEARING ON THE "NATIONAL YOUTH SERVICE CORPS ACT OF 1988"
MAY 11, 1988

Mr. Chairman, I commend you for holding today's hearing to consider the legislation before us -- the "National Youth Service Corps Act of 1988". I also want to commend you, Mr. Panetta, and others for making changes to H.R. 18 and H.R. 460 that strengthen the legislation in the area of educating and training our Country's youth.

As I stated in our previous hearing on the American Conservation Corps, I would like to be able to support legislation this Congress that would establish supplemental employment and training programs for hard-to-serve youth. I had the opportunity to meet with Corpsmembers and staff of a Conservation Corps Program in Los Angeles, California earlier this year, and I know of the excellent program in my State of Wisconsin where over 1500 unemployed youth have been served since its establishment in 1983, therefore I am aware of the potential of both conservation and human service programs that would be developed through this legislation. However, as I have also stated in the past, in order to justify funding of any new programs other than those currently in existence, I feel that a strong education and training component is vital, and a strong linkage with JTPA and other existing education and training programs is necessary as well.

While some hold concerns over the merging of these two programs under one National Youth Service Corps -- I support this effort. Many existing conservation corps programs are either now providing human services or are planning to do so in the near future -- including Wisconsin's Conservation Corps. Therefore it makes sense to me to merge the two bills -- that are very similar in all but the types of activities participants will perform.

However, I do continue to hold specific concerns about the legislation before us today, and hope that we can work out these problems prior to markup. First, I am somewhat concerned over the authorization levels set in bill. I feel that an authrorization of $152.4 million for these new programs -- at a time when our budget deficit is so threatening -- is sending the wrong message. Existing employment/training programs should continue to be our priority at this time. Second, of further concern to me is the fact that this legislation provides for a permanent authorization of these programs, rather than a limited authorization such as was provided for in H.R. 18. I feel that an authorization of limited duration gives Congress an opportunity to determine the effectiveness of any new program. And third, while I do support the combination of these two bills, I still have concerns over the administration of the programs by two separate Federal agencies -- Interior and HHS -- neither of which have expertise in the human capital side of these programs -- either in employment training or in education -- which I find to be the most important functions of these programs and which lend the most legitimacy for their funding at this time.

Therefore, while I feel we are headed in the right direction, I do continue to hold several concerns over the bill as amended. I do want to thank you and your staff for working with us thus far on development of this legislation. I hope that this cooperation will continue so that we may all be able to support this legislation during the 100th Congress.

Thank you Mr. Chairman. I look forward to hearing from today's witnesses on the newly rewritten legislation.

Mr. MARTINEZ. Thank you, Mr. Gunderson.

In the bill, we do target the economically disadvantaged. We make special efforts to recruit and enroll individuals who at the time of enrollment are disadvantaged.

I am concerned because in the area where I come from there are a lot of gang activities. The influx of drugs into gang activity has now actually made the gangs more of a crime syndicate than anything else. Through that they are becoming very brutal.

When I was kid and you got in a gang fight, it was fists and the best you could do with you body. Then, it escalated to chains, tire irons, and knives. Now it is guns, machine guns, and everything else. All of it is centered around that drug activity.

The young people out there can either get sucked up into that, or they can get sucked up into a youth service program as you've stated in the California Conservation Corps.

I've seen young kids that came out of rough neighborhoods in the City Youth Volunteer Corps. Now they were doing something positive rather than something negative. They had a whole change of attitude in their life. Now they had greater expectations. They were directed in a completely different direction, toward something that was only going to enhance their life and the lives of those with whom they come in touch.

So I think that you are absolutely right. I think that that is something on which we really have to concentrate. That's why I think the time has come for this kind of program. We are losing youth to drugs and crime when we could be gaining them to something much better.

Mr. PANETTA. Mr. Chairman, just to supplement that. When we had the hearing in New York City, some kids that actually were part of the youth service program in New York City came before the committee and testified. I frankly looked at those kids and said, if they had not gotten into this kind of service program, they would have been lost. Then they would have lost. I think that alone justifies trying to make this kind of effort.

Mr. MARTINEZ. Thank you, Mr. Panetta.

Mr. Hayes?

Mr. HAYES. Thank you, Mr. Chairman.

I'd like to join in the commendation of my colleagues Panetta and Udall for having crafted this kind of legislation, and to you, Mr. Chairman, for scheduling the hearings where we can begin to lay the groundwork hopefully for its passage.

I am in a rather unique position having been one who enjoyed the benefits of the Civilian Conservation Corps—we called it CCC Camp—under the Franklin D. Roosevelt Administration. CCC was a life saver to me and my family, my mother, father, and several brothers and sisters.

Let me tell you—based on my experience at that time—this wasn't just a makeshift program. It paid for itself over and beyond the Federal funds obligated, in terms of dollars and cents.

My CCC camp responsibility at that time was soil conservation on the banks of the Mississippi River in the State of Illinois. We lived in a military setting at a military base. The CCC was operated by military men, and well disciplined. It was voluntary. I entered because my family needed the money.

I see now the need for some of the same things. As we talk about our environmental problems, cleaning up our lakes and streams, and other kinds of problems which you've mentioned, it would take some of these kids off the street. It certainly wouldn't be a threat to—like my colleague might have mentioned about JTPA. JTPA only reaches about 3 percent of the people out here who are unemployed, standing on the streets, trafficking drugs, or being involved in gang activities. The National Youth Services Corps would be an addition to the JTPA program.

I represent a district in Chicago where joblessness among our youth is 50 percent or more. I think the National Youth Corps is a step in the right direction. I want to see it become law. I think it will help us in our fight against crime, as you mentioned, Mr. Chairman, which is on the rise too. Some of our youngsters resort to crime as a means, as they see it, of existing. Nobody tries to justify crime, but the National Youth Corps is actually the way to turn some youth around.

Our dropout ratio in schools are certainly something that is rising in many areas. In a place like the south side of Chicago, which I represent, I think our high school dropout ratio now is hovering right around 50 percent of those who enter as freshmen, but never stay in school long enough to get a diploma.

I went to the CCC Camp after having graduated from high school. I just think that this is money well spent. It is a preservation of the future of this great Nation of ours. To continually neglect our young, who have the potential of becoming our future leaders, I think is a crime against what we should be doing, as legislators. I just want to say, in closing, I am all for it. I am much more for this than sending federal dollars to Nicaragua, I will tell you that. [Laughter.]

Mr. MARTINEZ. Or buying MX missiles where they sit in the ground and, if they are blown up, they are going to blow us up.

I have to say that I agree with Mr. Hayes. Thank you, Mr. Hayes.

One of the things that we have to understand in this whole thing when we talk about money—because always the concern is for money. We blow more money than a drunken sailor on things like Nicaragua, and these armaments that we are never going to use.

Mr. HAYES. That's right.

Mr. MARTINEZ. I think that we ought to start thinking in terms of how much it costs to incarcerate these young people, and the subsequent effect from that primary incarceration. The records show that most of these young people that are incarcerated don't get rehabilitated. Instead, the penitentiaries train them for a further life of crime. So it costs and it costs and it costs.

When are we going to realize that it is easier to pay a little bit of money now for a program like this and a little bit of training and education? It's like the guy with the oil filter, pay me now, or pay me later. What it is going to cost you later is a lot more than what it will cost you now. That is the moral of that. I think we ought to start thinking in terms of that.

Mr. Owens?

Mr. OWENS. I have no questions, Mr. Chairman.

Mr. MARTINEZ. Thank you, Mr. Owens.

Mr. Panetta, if you are free to join us for the next panel, or have any time you can spend with us, we would appreciate it.

Mr. PANETTA. I appreciate that. I will try to return. I have several other things that I have to do.

Mr. MARTINEZ. All right.

Thank you very much for your testimony, Mr. Panetta.

At this time, we will call the first panel, which consists of Mr. W.D. Phillips. Has he arrived yet? He has not. I understand he is on his way. Mr. David Lacey. Is Mr. David Lacey here? Would you come forward to the table. Mr. David Burwell? All right. We will start with this part of the panel.

Let me announce that your prepared statements will be inserted into the record immediately following your oral presentation. You are at liberty to summarize.

We will begin with Mr. Lacey.

STATEMENT OF DAVID LACEY, CHAIRMAN, PRIVATE INDUSTRY COUNCIL, PHILADELPHIA, PA

Mr. LACEY. Good morning, Mr. Chairman, and members of the subcommittee.

Before I give my public testimony, I want to alert you to the fact that I have made some revisions and additions to my written testimony. I am prepared to submit a revised testimony after speaking this morning.

Mr. MARTINEZ. Okay. We will submit your revised testimony into the record, and destroy your first.

Mr. LACEY. As long as you don't destroy me.

Mr. MARTINEZ. Okay. Very good, Mr. Lacey. You may continue.

Mr. LACEY. I am David Lacey, President and CEO of the Private Industry Council of Philadelphia. We are the administrative entity for the city of Philadelphia service delivery area. We are also the recipient of the Federal Job Training Partnership Act funds allocated to Philadelphia.

I want to begin my testimony this morning by commending the Chairman, Representative Martinez, and other committee members for addressing the significant employment problems facing the youth of this country.

I am pleased to testify before you on the amendment H.R. 18, Youth Service Corps. This proposed legislation is of particular importance to us in Philadelphia as well as other cities. During the last two years we designed and implemented a youth service corps, which recruited its first group of 24 corps members in February of this year.

My testimony today relates to the design of Philadelphia's program, the important program components contained in your legislation, and key administrative issues which will lead to a successful national youth service corps policy.

Unemployment for youth, the Nation's future workforce, remains high. For example, today, in Philadelphia, we have upwards of a 33 percent unemployment rate for minority youth. With their skill deficits and uneven work history, these young people do not have a real chance of participating in the local economy. They require a longer preparation for work.

Primarily for these reasons, we decided to complement our existing year round youth programs with another option, a Philadelphia Youth Service Corps. We needed a comprehensive program which addresses the significant barriers to employment for young people who have dropped out of school and have uneven employment histories.

The youth service corps concept is a holistic approach which prepares these young people for work, provides them with a realistic opportunity to become self-sufficient, and heightens their sense of citizenship and investment in their neighborhoods and communities through specific community service projects.

Fundamental to the purpose of the Philadelphia Youth Service Corps is the principal of service to the city of Philadelphia and its residents. The Philadelphia Youth Service Corps responds to two major problems facing the city. First, the large segment of Philadelphia's young people who are at risk of not participating in the local economy. Second, the lack of capacity to respond adequately to unmet community needs, especially with increasingly limited financial resources.

Before implementing this concept, we spent a significant amount of planning time with Public Private Ventures, a national research corporation, to review the 25 existing youth corps in urban centers and to develop a program whose content represented the best practices of the current corps. The result of that work is the Philadelphia Youth Service Corps, which is built upon the best practices model. It is sponsored by the Philadelphia PIC and operated by Public Private Ventures.

Although our first corps members began in late February and results will not be available for another six to nine months, we have identified several critical components important to the success of any youth service corps venture. Let me discuss each of these.

First, the "Hard Corps Challenge." Productive workers need physical stamina, discipline, and commitment. Prior to enrollment, selected applicants attend a week of the "Hard Corps Challenge" in Pottstown, Pennsylvania. During this week, youth service corps candidates test their physical limits and determine if they are able to handle the rigors of the youth service corps program.

Also, through the process of physical skill building, journal writing, and group skills, the candidates develop a strong sense of purpose, commitment to the principals of the corps, and camaraderie.

Finally, we evaluate our candidates in terms of their specific desire to make a change in their lives. We insist that the corps members represent the ethnic and racial diversity of Philadelphia. Therefore, we affirm very strongly that the proposed legislation retain its provision that enrollment in the service corps program wouldn't be restricted in any way. At the end of the week long, "Hard Corps Challenge," youth are ready to sign up for the Youth Service Corps program including daily calisthenics, seven and a half hours of work, and two hours of daily, educational programing.

Each morning, at 7:30 a.m., corps members begin their day with fitness exercises. After that physical training, they return to the Youth Service Corps headquarters for assignment in groups of 8 to 10 youth to work on a community development project. Projects to

date include: rehabilitating abandoned housing which will shortly be available for low-income residents; grounds work at a variety of historic sites; and several projects at the Philadelphia Zoo. Not only is this work important to the community, but it enables young people to earn income and build important job-related skills.

At the conclusion of a corps member's day, these young people return to their headquarters for an additional two hours of educational skill building.

With the operational components of the Philadelphia Youth Service Corps as background, I'll now focus on two elements in the proposed legislation. They are education and post-service assistance.

First, the overriding importance of mandatory education. Philadelphia's program has a computer-based, self paced educational component. Since educational skill levels are not a condition for acceptance into the corps, the educational pays particular attention to each corps members skills at the start of their Youth Service Corps venture. Instruction emphasizes reading improvement, mathematics, communication, English language proficiency, preparation for G.E.D., and, in some cases, advanced level courses. Also, classroom activities include pre-employment and life management skills.

Your requirement in the proposed legislation, a minimum of 10 percent of the proposed funds to be applied for in-service education, is important because these youngsters will not have marketable skills without it. We include approximately 750 to 900 hours of education per participant at a cost of between $3,500 to $4,500 per participant. That represents approximately 40 percent of our operation budget.

Second, we applaud your awareness of post-service assistance. We have established several initiatives under this category. Successful corps members, graduating after a minimum of six months, can take advantage of educational scholarships ranging from $1,000 to $2,000. This scholarship is an added incentive to not only do well in the corps, but to assist corps members in preparation for a future after the corps. Other examples of post-service assistance include: enrollment in college or other post-secondary programs, enrolling in the armed services, or placement into a full-time job.

As a national program, youth service must have the dual goals of: first, accomplishing visible, demonstrable results through community service projects to meet now unmet community and neighborhood needs; and second, combining these services with effective supervision, mandatory education, pay incentives, and educational scholarships to prepare young people for permanent employment.

National service must have as one of its primary outcomes the placement of young people in work. I think that the two year enrollment time as proposed in the legislation will provide sufficient time to accomplish that goal.

Among the members of Greater Philadelphia First Corporation, as well as other large employers in Philadelphia, they view the Youth Service Corps as an important and emerging source of qualified, skilled people for their companies. If the legislation does not focus on this outcome, employers will not invest in its implementation at a local level. Your national service legislation has the ca-

87-856 0 - 88 - 2

pacity to attract many, many corporate investors. But that investment is tied to a results orientation and the capacity of local organizations to design programs which meet their particular and often unique needs.

Over the next three years, our goals call for enrolling up to 1,000 young people and placing 600. We expect to have a 60 percent completion rate. The typical graduate of the Youth Service Corps will have 500 hours of basic skill instruction and 1,600 hours of work site training, or a total of 2,100 hours of training in a maximum length of stay in the corps of one year.

We have established the Philadelphia Youth Service Corps as an option for the next three years. We have raised $4.5 million to support it. The private sector—particularly the large employers in the Greater Philadelphia First Corporation—have invested $750,000 over that three year period. Finally, we estimate that the cost of the Philadelphia Youth Service Corps will be approximately $10,000 per participant.

Finally, I have two administrative issues that I would like to discuss. The choice of the administrative organization, whether it is the Department of Health and Human Services, or the Department of Labor, is a key decision. Clearly, from my perspective as the President and CEO of the Philadelphia Private Industry Council and, before that, with 15 years experience in the private sector, I would favor DOL. However, of equal and even more overriding importance is making the connection between national service and employment. I urge that the administrative responsibilities, whether it is DHHS or DOL, be tied directly to employment as an outcome at the more than 600 Picks throughout the United States, and that they be the responsible agents to make the connection to employment. Picks today have those employer relationships. Their work could be expanded to include the graduates of a national service effort.

The employment connection is important for other reasons. From 1962 to 1982, the DOL invested $100 billion in employment and training work. Only in the last two years did anyone ask the question, "Is all the training leading to work?" At a local level, the percentage decrease in funds available for employment and training work over a 10 year period, 1975 to 1985, has decreased 93 percent. In actual dollars, it has gone from $250 million in 1975, to $20 million in 1985.

Unless national service is viewed as a permanent job and receives funding to extend it beyond the initial two years, then it can only, realistically, be seen as an important but interim phase in a young person's development. Therefore, connecting your legislation to permanent employment creates a more significant payoff for the participant, the Youth Service Corps member. He or she will have full-time work at the end of two years. Making the connection leads to more corporate investment, both in terms of dollars—in Philadelphia, corporate investment represents 25 percent of the funds available—and in terms of looking at these young people as qualified and certified candidates for private sector employment.

Third, making the connection to employment makes it possible for the public Federal monies to be directed to a specific, measura-

ble outcome. These outcomes are important and are worth serious deliberation when thinking about the legislation's implementation.

In summary, the Philadelphia Youth Service Corps was two years in the planning and is the best practices model, requiring mandatory education, job placement, and financial and job participation from public and private sectors. The intellectual and physical rigors of the corps make it an option that, while open to everyone, is clearly not for everyone. Its tough, highly disciplined approach is designed for those who will want a real challenge. Those who face the challenge squarely with tenacity and commitment will have the multiple rewards of new skills, heightened participation in the community and, the ultimate payoff, a permanent job.

I cannot comment on the success of the program at this time as we have been operation only a few months. However, if the enthusiasm of corps members, local editorial endorsements, and the positive reactions from the private and public sectors in Philadelphia are any indication, this program will be a success.

As a final comment, government at any level can set up the conditions for successful program execution. However, no program in the past, now, or in the future can wipe out illiteracy, poverty, or unemployment. All of our efforts, individually and collectively, rely on the interest, the desire, and the courage of individuals to change their approach to education and work. With strong individual motivation and desirable programmatic conditions funded by government, we can succeed. We need both.

I would like to thank the Chairman and the members of the subcommittee for proposing the Youth Service Corps. I urge you to consider my comments regarding the execution of the proposed bill. Thanks for the opportunity to make this statement.

Mr. MARTINEZ. Thank you, Mr. Lacey.

Mr. Burwell?

STATEMENT OF DAVID BURWELL, PRESIDENT, RAILS-TO-TRAILS CONSERVANCY; COCHAIR, HUMAN ENVIRONMENT CENTER

Mr. BURWELL. Thank you, Mr. Chairman.

My name is David Burwell. I appear today in a dual capacity. I serve as co-chair of the Human Environment Center, which for the last seven years has been promoting the creation of youth conservation corps at the State and local level and has participated in the increase in the number of these programs from 2 state programs in 1980 to 53 programs now throughout the United States.

With me, at my right, is Peg Rosenberry. She is the Executive Director of the Human Environment Center.

I also appear as one of the prime beneficiaries of this program as President of the Rails-To-Trails Conservancy. This is an organization that is trying to build a nationwide greenway and trail system from abandoned railroad corridors throughout the country. We have about 160 projects already on the ground and about another 130 in the works. About 15 percent to 20 percent of these projects have been constructed or are maintained by youth conservation corps programs. So we are a prime beneficiary and a strong supporter of this program.

The main point I would like to make today is that youth public service—as represented by the amended bill and presented by this committee today—is an offer we can't refuse. It's based on a very simple premise. That is that citizenship counts. You can't just take as a member of this democracy. You have to put something back in the pot.

From my personal experience, I grew up on Cape Cod. I had the Atlantic Ocean in my front yard. I had a tennis court in my back yard. I thought that this was just the way everybody lived. After college, I went in the Peace Corps and served for over a year in Senegal. I realized very quickly that I have a very privileged existence, both in the location where I grew up, and my citizenship as a citizen of the United States of America. As a result, I owe a great deal back to my country.

I think that is the response to Mr. Gunderson's concerns about duplication. This is a service program. I will serve my entire life in response to my duties as a citizen of the United States. That is the element that these programs support. It is not simply a job training program. I did not go into the Peace Corps as a job training program. The people who go into these youth service programs are not entirely focused on the employment factor.

That's the second point. These organizations attract youth who go in for the service element. As a result, they result in a mixing of experience of youth of all different sorts of backgrounds. It is important for all the corps members that they understand that there are all types of backgrounds in experience in this country. It's important that they benefit from that mixing of cultural backgrounds which are a result of these programs and which are a result of this being a service program, not exclusively a job training program.

The youth in America—I served 20 years ago in the Peace Corps—have that same inspiration and that same concern for public service. We include in our testimony results of a Gallup poll which said that 83 percent of youth in the United States would like the opportunity to serve in some sort of public capacity. They simply lack the opportunity to provide that service.

This program, as represented by this bill, provides that opportunity. But the best argument for this bill is the record of the corps programs to date. I include with my testimony a summary prepared by the Human Environment Center of the Conservation Service Corps programs throughout the United States. I very much encourage this committee's attention to that summary, as well as this report, "Serving America: Youth Conservation and Service Corps Get to Work." It is an excellent description of the corps program.

[Information available from: Human Environment Center, 810 Eighteenth Street, N.W., Suite 507, Washington, D.C. 20006.]

Mr. BURWELL. This bill represents not so much an opportunity for Congress in our public sector to help the youth of America as it is an opportunity for us to allow the youth of America to serve us. This point was made also in the President's Commission on Americans Outdoors which encouraged the creation of an outdoor corps. The Commission recognized the need to build and restore recreational facilities on Federal, State, and local land, and to link

parks, refuges, and forests together across the political and managerial jurisdictions of this country.

One of the goals of my organization is the creation of a trail system that will provide a linear park from coast to coast, from the Atlantic to the Pacific, and from the Gulf of Mexico to the Great Lakes. This is going to take a tremendous amount of voluntary labor. This program, as represented in this bill, can make a significant contribution to that effort.

I would like to make one final point, which is the same point that was made by David Broder in his article in the Washington Post this morning. That is, that this is basically a non-partisan effort. It is not a Republican program. It is not a Democratic program. It's an American program.

Over 200 years ago, Thomas Jefferson said, "A debt of public service is due from every man to this country, proportioned to the bounties which nature and fortune have measured on him." I'm sure that if Thomas Jefferson was alive today, he would say men and women as well. That is the basis for this program, this debt of service.

I think Martin Luther King also made a statement that reflects the essence of the service corps program. That is that: "Everybody can be great, because everyone can serve." This bill goes a long way in providing that opportunity. We support it wholeheartedly.

Thank you very much.

[The prepared statement of David Burwell follows:]

Human
ENVIRONMENT CENTER

STATEMENT OF DAVID BURWELL
President of the Rails-to-Trails Conservancy
and Co-Chair of the Human Environment Center,
Before the U. S. House of Representatives,
Subcommittee on Employment Opportunities,
Concerning the Panetta-Martinez Amendment to
H.R. 18, The American Conservation Corps Act of 1987

Mr. Chairman, I am David Burwell, President of the Rail-to-Trails Conservancy and Co-chair of the Board of the Human Environment Center. I appear today to lend strong support for this amendment to the American Conservation Corps Act. The Rails-to-Trails Conservancy is a national, non-profit membership organization devoted to the conversion of abandoned and about-to-be abandoned rail corridors to linear parks for conservation, historic preservation and public recreation use. Approximately 160 rail trails exist throughout the United States, representing over 2400 miles of former rail corridor. We know of at least 130 additional projects where rail to trail conversions are proposed. Most of these trails are built and maintained with volunteer labor.

Today some 50 conservation and service corps programs operate across the United States. Last year alone six new programs began operation but, with the exception of the California Conservation Corps, all these programs are small and underfunded. Over 60,000 young people participate in these programs each year. Yet, about 2.9 million young people turn 18 each year. The existing programs can reach only a fraction of the young people who could participate. This bill would provide needed resources for those state and local programs and help spawn many new ones. It would help jobless, often alienated young men and women gain work experience and self-respect while accomplishing important work for their communities.

For my own organization, I know that between 15 and 20% of all rail trails have received direct assistance from state and local conservation corps programs. I am including a description of this assistance with my testimony (Attachment A). This bill could put many more young people to work on rail trails and many other conservation and service projects. With the help of youth corps programs throughout the country, we hope to build an interconnccected system of linear parks from coast to coast and from the Great Lakes to the Gulf of Mexico.

I would also like to point out that the President's Commission on Americans Outdoors called for governors to create "Outdoor Corps." That Commission recognized the need to build and restore recreational facilities on federal, state and local land, and to link those parks, refuges and forests together across political and managerial jurisdictions. An ever-increasing number of youth corps programs established in states across the nation demonstrates that state governments are accepting the challenge of the Commission. But they can't do it alone. They need a federal partner. It is time that the federal government recognized the importance of this effort by giving them the assistance this bill would provide.

[illegible] Eighteenth Street, NW • Suite 507 • Washington, DC 20009 • (202) 483-8300

This amendment does not change the basic elements of either H.R. 10 or H.R. 460, but it does add provisions for in-service and post-service educational benefits. This strengthens the bill, since many of the young people who participate in state and local programs are in need of remedial education and financial assistance to continue their schooling. By combining the two bills, this amendment recognizes the importance of providing opportunities for both service from and service to young people. It also recognizes the wide array of services young people can perform from trail development and maintenance to care of the elderly and children, from tree planting to working in homeless shelters and day care centers.

We can quote statistics on youth unemployment and congressional research surveys on the backlog of conservation work that needs to be done across the nation, but we all know those statistics. In response, opponents can cite current budget deficits or other reasons for not enacting this legislation. But the best argument for action is the record of the 53 existing programs across the country that are already changing the lives of the participating corpsmembers in the communities in which they serve. I urge you to look at the Human Environment Center's material attached to this testimony that documents the benefits of these programs and profiles the young people who participate in them. These accomplishments should be an inspiration to us all.

The fast-growing service and conservation corps movement in this country is based on a simple, but powerful premise: **citizenship counts.** As American citizens we can't just enjoy the benefits of our democracy, we must "put something back in the pot." That is exactly what these 53 programs do. A recent study of several conservation corps programs by Public/Private Ventures, a Philadelphia-based employment research and evaluation organization, found that, by even the most conservative measure, these programs return to society at least as much as is spent on them. The study also found that minorities and young people from low-income families or with low educational skills benefited more than other participants in the program economically, in terms of their ability to increase their potential wages after their corps experience. Finally, it established that the work value in and of itself covers the cost of the program, not to mention the social and educational benefits. With results like these, it is simply bad public policy to do nothing to encourage expansion of these service programs.

I would like to make one final point: public service is an honor and the young people of this country want to respond to its challenge. A recent Gallup poll of young people showed that over 83% of them would participate in a service program if it were offered to them. This amendment would be a modest step in the right direction. It is time that the federal government joined the states and local communities in accepting the challenge of public service our young people are offering to us. They are calling for us to help them shape the future. They are asking to serve, but we are failing to give them opportunities to do so. Let us give them that opportunity, let us accept their gift of service, by enacting this legislation now. Thank you.

Mr. MARTINEZ. Thank you, Mr. Burwell.
Mr. Phillips?

STATEMENT OF W.E. PHILLIPS, CHAIRMAN, THE OGILVY GROUP

Mr. PHILLIPS. Thank you, Mr. Chairman.

I apologize that Eastern Airlines delivered your cargo a little late this morning. It's a pleasure to be here.

Mr. MARTINEZ. You should have asked me. I would have told you, don't fly Eastern.

Mr. PHILLIPS. My name is Bill Phillips. I am Chairman of The Ogilvy Group, a worldwide company of advertising and marketing service agencies with 310 offices in 49 countries with capitalized billings of about $5.5 billion.

I served as a naval officer for three and a half years during the Korean conflict after going to college in the Naval Reserve Officers Training Program—which was a form of voluntary service.

I have been a Trustee of Outward Bound U.S.A. for eight years, an organization which conducts youth training and character building through outdoor challenges as well as urban service projects. Currently, I am Vice-Chairman of that organization, U.S., and chairman of a new New York City center for Outward Bound. My advertising agency does the public service advertising for the New York City Volunteer Corps as well as for Outward Bound.

I am a Director of the City Volunteer Corps, and a Board member of the American Woman's Economic Development Council. I was a Director of the Hugh O'Brian Youth Foundation.

Oliver Wendell Holmes once said, "What is needed is not an investigation into the obscure, but rather a recognition of the obvious." Our country's well-being and affluence are choking us. We are more permissive with our children and their education than ever before. We are far behind Europe and Japan in raising our children's educational standards. We cannot compete economically because of a disadvantaged work force and lack of good leadership. The great societies of the past have always known that they had to insulate their youth from the softening effects of the easy life and from the corruption of instant gratification.

Would other nations today tolerate the effects of drugs upon their young people as we do here in the U.S.? We have traded the discipline and effort of the 1930's and 1940's for the ease and indifference of the 1970's and 1980's. Without strong youth, our country has no future.

The British have long maintained the esthetic environment of the Gordonstoun School in Scotland to educate the young, including some high born of Europe. It was at this school under Kurt Hahn that the Outward Bound movement was born during World War II when the young British seamen had to be given the will and training to endure the hazards of the sea. Over 50 years ago Hahn described the five social diseases: the decline of initiative; the decline of self-discipline; the decline of physical fitness; the decline of care and skills; and the decline of compassion.

There is an urgent need in the U.S. for programs that teach service and self-discipline as an antidote to these diseases encouraged by many aspects of modern life.

At the lower end of our social scale, many urban youth are locked in a narrow cycle that leads only to hopelessness and rejection of our national purposes. A program is needed to offer youth in this group a real chance for a better start, as we have heard already today. Also disadvantaged are suburban young people who are not involved in activities that challenge their minds and bodies, nor expose them to other youth of different race, religion, and/or culture. The fate of "birds of a feather, nest together" is narrowing our social understanding and democratic traditions.

A national service corps that enlists our young men and women on a democratic and volunteer basis can pay huge dividends to our future. It can focus their attention on others rather than self. It can build leadership and self-reliance. It can build character. It can lay the groundwork for a service ethic.

At the same time, it will do a lot of work in the national interest. But such programs will not be easy to muster, run, or enroll young people in. It will be important to attract youth from all spectrums of society. The challenge is to do what is right, not what is easiest.

I would like to expand on these arguments in favor of the creation of the national service youth corps:

Too many young people in the U.S. grow up in homogeneous cultural settings without contact with other cultural, ethnic, or religious groups. We need a mixmaster to keep our democratic traditions alive.

Too many people in the U.S. never experience the discipline of a real job, nor the self-respect and satisfaction that go with it. Responsibility builds character and initiative. Service is so important. It offers the feeling of a worthwhile task being accomplished.

Too many young people in the U.S. are never imbued with the ethic of "giving something back"—of helping others and serving their country. The service ethic is an ennobling gift that will create better citizens for the future.

Too many young people in the U.S. fail to understand the relationship and importance of real educational learning as a foundation for citizenship as well as economic opportunity. Our levels of literacy are simply unacceptable.

In addition to the benefits to those who participate in working in worthwhile projects, there will be great benefits to our cities and rural areas, socially as well as environmentally from the projects that can be done by a youth service corps. The cost benefits of such service programs are obvious. It costs more to send a young person to jail than to send him or her to the Harvard Business School.

A national youth service corps should: be available to all young people; be voluntary, at least initially; offer a wide spectrum of service—and be comparable to military service, Vista, and the Peace Corps. Such service should include social, human, and environmental projects.

It should be residential, e.g. living together, if possible. If not, the work projects should include work outside of their own neighborhoods. Parenthetically, the City Volunteer Corps in New York City rotates all volunteers through all boroughs.

It should correlate volunteer benefits with those of the military services which are already available for voluntary service; it should

include literacy and other educational training. Completion should offer benefits for future education.

Parenthetically, Ogilvy and Mather's experience as the public service advertising agency—all of our salary time is contributed at no cost to the city of New York—has convinced us, and the CVC, that advertising can make an important contribution to voluntary recruitment. We have used radio and transit posters to secure awareness and effectiveness for CVC. In the early stages, advertising accounted for about 60 percent of the applications. After advertising started, the number of high school graduate applicants increased. Also, more parental interest in the program was noted.

I have a tape if we have time, Mr. Chairman, which we could show.

Mr. MARTINEZ. Do you want to do that now?

Mr. PHILLIPS. We can do it now, or later.

Mr. MARTINEZ. All right. Why don't we turn the tape on. The members of the panel will have to take seats down on the other side of the tv.

[Video presentation. "City Volunteer Corps—It Works"]

Mr. MARTINEZ. Mr. Phillips, does that conclude your testimony?

Mr. PHILLIPS. I just have a few additional comments.

I think there has been enough talk about a national program. I think now is the time to do something.

Plato was clear that the youth must be properly trained for future leadership. In the Republic he said, "The direction in which education starts a person will determine that person's future life."

Our country needs a national youth service corps more urgently than we realize. Let's be on with it.

Thank you for taking my testimony.

[The prepared statement of W.E. Phillips follows:]

Testimony Before the U.S. House of Representatives

Committee on Education and Labor

Subcommittee on Employment Opportunities

Rep. Matthew G. Martinez, California, Chairman

"The Need For A

Youth Service Corps"

W. E. Phillips, Chairman

The Ogilvy Group - Advertising

Wednesday, May 11, 1988

Washington, D.C.

My name is Bill Phillips, and I am Chairman of The Ogilvy Group, a worldwide company of advertising and marketing service agencies with 310 offices in 49 countries with capitalized billings of approximately $5.5 billion in 1988. I served as a Naval officer for three and a half years during the Korean conflict after going to college in the Naval Reserve Officers Training Program -- which was a form of voluntary service. I have been a Trustee of Outward Bound U.S.A. for eight years, an organization which conducts youth training and character building through outdoor challenges as well as urban service projects. My agency does the public service advertising for the New York City Volunteer Corps, as well as for Outward Bound. I am also a Director of the City Volunteer Corps, and a Board member of the American Woman's Economic Development Council, and was a Director of the Hugh O'Brian Youth Foundation.

Oliver Wendell Holmes once said, "What is needed is not an investigation into the obscure, but rather a recognition of the obvious." Our country's well-being and affluence are choking us. We are more permissive with our children and their education than ever before. We are far behind Europe and Japan is raising our children's educational standards, and we cannot compete

economically because of an inferior work force and lack of good leadership. The great societies of the past have always known that they had to insulate their youth from the softening effects of the easy life and from the corruption of instant gratification.

What other nations today tolerate the effects of drugs upon their young people as we do here in the U.S.? We have traded the discipline and effort of the thirties and forties for the ease and indifference of the seventies and eighties. Without strong youth, our country has no future.

The British have long maintained the ascetic environment of the Gordonstoun School in Scotland to educate the young, including some high born of Europe. . It was at this school under Kurt Hahn that the Outward Bound movement was born during World War II when the young British seamen had to be given the will and training to endure the hazards of the sea. Over fifty years ago Hahn described the five social diseases -- lack of initiative, lack of responsibility, lack of physical fitness, lack of crafts and skills, and lack of compassion.

There is an urgent need in the U.S. for programs that teach service and self-discipline as an antidote to these diseases encouraged by any aspects of modern life.

At the lower end of our social scale, many poor urban youths are locked in a narrow cycle that leads only to hopelessness and rejection of our national purposes. A program is needed to offer youths in this group a real chance for a better start, as we have heard today. Also disadvantaged are suburban young people who are not involved in activities that challenge their minds and bodies, nor expose them to other youth of different race, religion, and/or culture. The fate of "birds of a feather, nest together" is narrowing our social understanding and democratic traditions.

A national service corps that enlists our young men and women on a democratic and volunteer basis can pay huge dividends to our future. It can focus their attention on "others" rather than "self." It can build leadership and self-reliance. It can build character. It can lay the groundwork for a service ethic.

At the same time, it will do a lot of work in the national interest. But such programs will not be easy to muster, run, or enroll young people in. The challenge is to do what is right, not what is easiest.

I would like to expand on these arguments in favor of the creation of a national service corps:

1. Too many young people in the U.S. grow up in homogeneous cultural settings without contact with other cultural, ethnic, or religious groups. We need a mixmaster to keep our democratic traditions alive.

2. Too many young people in the U.S. never experience the discipline of a real job, nor the self-respect and purpose that go with it. Responsibility builds character and initiative.

3. Too many young people in the U.S. are never imbued with the ethic of "giving something back" -- of helping others and of serving their country. The service ethic is an ennobling gift will create better citizens for the future.

4. Too many young people in the U.S. fail to understand the relationship and importance of read educational learning as a foundation for citizenship as well as economic opportunity. Our levels of literacy are simply unacceptable.

In addition to the benefits to those who participate in working in worthwhile projects, there will be great benefits to our cities and rural areas, socially as well as environmentally from the projects that can be done by a Youth Service Corps. The cost benefits of such service programs are obvious. It costs more to send a young person to jail than to send him or her to the Harvard Business School.

A national youth service corps should:

1. Be available to all young people.

2. Be voluntary, at least initially.

3. Offer a wide spectrum of service -- and be comparable to military service, Vista, and the

Peace Corps. Such service should include social, human and environmental projects.

4. Be residential (living together), if possible. If not, the work projects should be outside of their own neighborhoods (the C.V.C. in New York City places all volunteers in boroughs in which they do not live).

5. Correlate volunteer benefits with those available if the military services which are already available for voluntary service.

6. Include literacy and other educational training. Completion should offer benefits for future education.

Parenthetically, Ogilvy & Mather's experience as the public service advertising agency (all salary time contributed at no cost to the New York City) has convinced us (and the C.V.C.) that advertising can make an important contribution to voluntary recruitment. We have used radio and transit posters to secure awareness and effectiveness for C.V.C. Today, advertising

accounts for about sixty percent of applications. And, after advertising started, the number of high school graduate applicants increased from twelve to thirty percent of those applying. Also, more parental interest in the program has been noted.

(Here is a 7-minute tape on the C.V.C. which demonstrates the power of the youth service idea, if there is sufficient time.)

There has been enough talk about this national program. Now is the time to do something.

Plato was clear that the young must be properly trained for future leadership. In the Republic he said, "The direction in which education starts a man (person) will determine his future life."

Our country needs a national youth service corps, more urgently than we realize. Let's be on with it.

Thank you.

Mr. MARTINEZ. Thank you, Mr. Phillips.

One of the things that concerns several of us is that this program of the volunteer service would in no way displace public employees, or people that are already employed, or be in any way in competition with them.

Now you've all had experiences with programs that are working. Let me ask each of you, in turn, do any of the public employees in your areas feel threatened by this program in any way?

Mr. Burwell, we'll start with you.

Mr. BURWELL. I'm going to pass that along to Peg Rosenberry.

Ms. ROSENBERRY. None of the employees feel threatened at all by the presence of the young people. They are supplementing work that is there to be done but they just can't fill with their limited staff.

Mr. MARTINEZ. Very good.

Mr. Lacey?

Mr. LACEY. I think in Philadelphia we've taken the point of view that the young people are working on projects with a specific start date and end date. These are projects that would not normally get done. So there is no threat to permanent employment.

Mr. MARTINEZ. The key then is that the projects that these young people are doing normally wouldn't be done, or would not be budgeted for in the city budget to be done by those public employees anyway.

Mr. BURWELL. That's correct.

In my own experience with the Trail programs, I know that these trails would not be developed without the participation of the Youth Conservation Corps. In Iowa, the Heritage Trail, which is 25 miles long, was constructed almost entirely with volunteer labor participating from the Iowa Youth Corps. In Wisconsin, the Glacial Drumland Trail, which is 48 miles long, included the renovation of a depot, rebuilding of several trestles, and signing. The top of the State Trail, which is 90 miles long, involved building bridge abutments, picnic tables, overlook sites, and renovating another rail depot. It would not have happened without this program.

Mr. MARTINEZ. Mr. Phillips?

Mr. PHILLIPS. I am not aware of any significant concern on the part of Youth Service Corps.

Mr. MARTINEZ. How long has the New York program been in existence?

Mr. PHILLIPS. About two and a half years.

Mr. MARTINEZ. Two and a half years?

Mr. PHILLIPS. Yes.

Mr. MARTINEZ. And there has been no sentiment on the part of anybody in any way that it's infringing on any of the public employment?

Mr. PHILLIPS. No. I'm not aware of any, Mr. Chairman.

Mr. MARTINEZ. Thank you.

One of the things that intrigued me Mr. Lacey is that you said private industry is supporting this, is behind this, and would invest monies in this if it were job connected and if, at the end of a two year service program, there was a permanent employee. Would you like to elaborate on that?

Mr. LACEY. I think what we've found right now is that there is a shortage of available labor among companies in Philadelphia to adequately respond to their hiring needs. The youngsters who are participating in the corps are ages 17 to 22. They've dropped out of school and have erratic or uneven employment histories. These are, to a large extent, youngsters whom Philadelphia corporations want to attract into the private sector.

They look upon the Youth Service Corps as a year long effort that's comprehensive in nature and prepares people adequately to take advantage of the jobs that exist. I think that the combination of doing service work, combined with registering to vote—as young people did before the primaries, they participate in blood drives, and other aspects of citizenship—all of these things taken together make the service corps participants potentially more attractive to local employers. As a result of that, they've made their initial investment of $750,000.

Mr. MARTINEZ. I think that's an important key to getting private industries involved. There's no way in the world that the Government would provide all of the funds necessary to expand this program as far as it could reach. JTPA is only reaching about 3 percent of the eligible population. So we know that anything we do would just be seed money to encourage local people to do more. This way local people would have more control of it, more say in how the program is ultimately designed, how it's directed, and how to achieve their goal. I think that is one of the important ingredients.

Mr. LACEY. I think the other aspect of it, Mr. Chairman, is where the money comes from. If you follow the money, then you follow the constituents who have an interest. I think if you have multiple funding sources, you have the capacity to attract more constituents—and more attention—to the purpose of either a rural or an urban corps and, as a result, get more people interested in the work of the corps.

Mr. MARTINEZ. Mr. Burwell, in the program with which you're experienced, is there any shortage of people signing up for the program?

Mr. BURWELL. Peggy?

Ms. ROSENBERRY. I can respond to that, if you want.

Most of the existing programs have an under-enrollment of young people right now. They have slots that are filled and sometimes three people to every one that they can place right now.

Mr. MARTINEZ. So there is a long waiting list then?

Ms. ROSENBERRY. That's more for women than men.

Mr. MARTINEZ. Is it the same thing in New York?

Mr. PHILLIPS. We are under-enrolled now in New York. We have a tremendous problem. Kids literally will not leave the small area of New York State that they are brought up in, both because they are afraid and because of parental concerns. It's hard to get a kid who has been brought up in the Williamsburg section of Brooklyn to go in the south Bronx, and vice versa. That is part of this "birds of a feather nest together." The same thing is happening in the suburbs, where it's look alike, talk alike. I think one of things we've tried to do in CBC in New York City, as I said, was to move kids around into other areas and to make the makeup of the CBC

more democratic. We've had hard times making the classes be more constructed along the ethnic diversity that the city has.

In Outward Bound, we have the same problem in reverse where we run basically wilderness courses across the country and make those courses democratic. We usually have now up to 3 percent of the kids on those various portions that are on some kind of scholarship aid. Of course, that gives a course a dimension that they can only have if there's some——

Mr. MARTINEZ. Thank you.

Mr. Gunderson?

Mr. GUNDERSON. Thank you, Mr. Chairman.

Let me be brief because of the vote that has just been called.

Mr. Lacey, I appreciate your comments with regard to using the Department of Labor if possible and the correlation with the JTPA program. Do you have any preferences as to whether this would be included under Title II-A for economically disadvantaged youth and adults or II-B the summer youth program, or should there be a separate program—say, II-C? Any suggestions from that perspective?

Mr. LACEY. I guess my preference would be to include it under 2B, if indeed we are going to move in the direction of making 2B a year-round effort. I think that given the nature of the young people that we are working with that, to me, is a desirable outcome.

Mr. GUNDERSON. Okay.

Mr. LACEY. I wouldn't create another level of alphabet soup, in terms of labels.

Mr. GUNDERSON. Mr. Burwell, you commented more on the service aspects of the whole program. Would you suggest that perhaps this ought to be included as a program under Action? Is that a viable option?

Mr. BURWELL. Action is kind of a domestic Peace Corps which focuses on college graduates, in my understanding, people a little older.

This is a program that focuses on high school youth. While it is related, and perhaps could be part of that program, it is a separate target. I think it is for younger people. It does have that same service element, however. I think it is very similar.

Mr. GUNDERSON. That is what attracted me to that concept. The overall goals of service in Action, domestically, are not all that different from what you are suggesting.

Mr. BURWELL. Right. If Action was adequately funded, I think it probably could incorporate some of these elements.

Ms. ROSENBERRY. I can expand on that for a moment. When we are talking about service with young people, we are talking about them getting work done, whether it is in human services or conservation work. The agencies that have the work that needs to be done are the Interior, Agriculture, and Health and Human Service Agencies. Having that focus on work that needs to be done helps young people provide services that are really needed. The agencies that want the work done are the ones that are saying, yes, we need kids because we've got this to be done. They are going to focus on what actually needs to be done because it is productive. That gives young people a feeling of self-esteem and giving of service knowing

that they are doing something that is really needed by their community, State, or Nation.

Mr. GUNDERSON. Thank you, Mr. Chairman.

Mr. MARTINEZ. Thank you, Mr. Gunderson.

Mr. Hayes?

Mr. HAYES. Mr. Chairman, thank you very much.

I am conscious of the fact that we are going to have to go vote pretty soon. I may have one general question I want to raise, but I want to make a comment.

Mr. Phillips, your resurrection of the quote from Oliver Wendell Holmes is very much apropos of what occurs today. What is needed is not an investigation into the obscure, but rather, recognition of the obvious.

My question is directed, how can you change the situation where we spend more time and money on—$27 billion on defense, I think, is thought to be necessary in order to explore the Star Wars Defense System. On the other hand, we seem not to concern ourselves with such positive legislation as the National Youth Services Corp. we are dealing with today.

Maybe you have some ideas as to how we can sensitize members of this Congress, which I am a part of, to the kind of needs that we are talking about, the preservation of our youth and the participation of our youth in meaningful kinds of programs. How do we do it? Give us some ideas, if you have some, just briefly. What you have done in New York, Mr. Phillips, I think is remarkable. But how can we do that nationally? November may help us a little bit.

Mr. PHILLIPS. I think one of the things that is focusing a lot of public concern is the growing homelessness problem with young people. We've been thinking about homelessness as being an adult phenomenon. It is increasingly, in New York City, a youth problem. We don't have any shelters. We have these kids all over with no place to go.

I think sometimes it is the awareness of the problem that sets off the solution. I think we have to be tough with ourselves and admit to the problems we have. I think the testimony before committees like this, and your bill, are a part of an overall awareness raising that is going on. I sense that today there is a growing feeling across the country that programs like this specifically direct itself to this problem. I think a lot of people have been working for a long time. Finally, some of that work is coming to bear fruit.

Mr. HAYES. Okay.

Mr. MARTINEZ. Thank you, Mr. Hayes.

Mr. Owens?

Mr. OWENS. Yes. Just two quick questions, Mr. Chairman.

Mr. Phillips, what is the size of the program in New York City?

Mr. PHILLIPS. Well it has varied, but about 500 to 600 young people.

Mr. OWENS. So 500 to 600.

Mr. PHILLIPS. But that is rotating.

Mr. OWENS. Are there plans for expansion?

Mr. PHILLIPS. Not at the current time, I don't believe.

Mr. OWENS. Was there any dialogue with unions at all about the problem of them perceiving that work was being taken?

Mr. PHILLIPS. If there has been, I am unaware of them.

Mr. OWENS. At 500 or 600, I see you would have no problem, but we would all hope for some expansion.

Mr. PHILLIPS. Yes.

Mr. OWENS. I think in Philadelphia you just started, you say?

Mr. LACEY. That's correct.

Our plan is to have about 125 to 150 youngsters by the end of the year.

Mr. OWENS. Some 125. So there is no threat, of course, there. But if you really expand to reach a larger number of youngsters, I think you are going to have a problem in terms of having to negotiate some of that out with unions.

Mr. LACEY. I think that one factor here is putting some time constraints on the projects. Second, we have two heads of unions on our advisory group. We have talked about the numbers of youngsters and so on. So far, it seems that as long as we have the dialogue going, there haven't been any hands raised in protest to it.

Mr. PHILLIPS. I would just add that I think the time constraint, projects of a specific period, or service of a specific period, along with the fact that most of these tasks are unskilled, entry level tasks that are given to people that come in—they really do the things that other people haven't done. Or they supplement people that are professionally employed doing them. I think that that really takes a major concern away from people in terms of job security. I don't think it duplicates something that people are really doing.

Mr. OWENS. You said that the Philadelphia program would cost about $10,000 per youth?

Mr. LACEY. That is correct.

Mr. OWENS. You don't envision its expanding greatly over the next few years, do you?

Mr. LACEY. I do not. We've built the operating budget of $4.5 million based on that kind of cost.

Mr. OWENS. You have some very high standards, you said, they have to measure up to. So it is really very much an elite program?

Mr. LACEY. Well, in terms of the standards that we have in the program, they are demanding. Some people will drop out before completion.

Mr. OWENS. In the Vista experience, is there anything which is relevant here? Have we established with having Vista in existence for some time a pattern or a model that you can draw on with respect to this program? Or do we have to reinvent the wheel in this case?

Mr. LACEY. I can't comment on that.

Mr. OWENS. You don't know anything about Vista?

Mr. LACEY. No, I do not. I don't know anything about its program operations.

Mr. OWENS. Mr. Phillips?

Mr. PHILLIPS. I can't comment specifically on that, no. I just don't know.

Mr. BURWELL. I can only comment under being a member of the return Peace Corps volunteers that there is also a Friends of Vista program. Vista tends to be, as a service program, a life-long obligation. It doesn't simply end at the end of your service. These folks

who participate in Vista tend to continue in public sector programs for an extended period of time.

Mr. OWENS. Is that a liability?

Mr. BURWELL. Is that a liability?

Mr. OWENS. Is there anything wrong with that?

Mr. BURWELL. I don't see anything wrong with it.

Mr. OWENS. All right.

Thank you very much, Mr. Chairman.

Mr. MARTINEZ. Thank you, Mr. Owens.

One of the things that we have to understand about this program is that it is not opposed by local unions. San Francisco is the best example. San Francisco is a strong union town. San Francisco has not had any objections to the program as it has been developed there. In fact, they encourage it.

As Mr. Lacey said, these people come in at low skill jobs. Skilled and trained public employees don't normally do these jobs anyway. These are jobs that are not going to be done unless somebody comes in on a volunteer basis and does them. There are jobs such as demolition or preparation for construction of something that a public employee will come in and build. So I don't think they are in conflict. I think they can be in concert.

I appreciate your testimony here today. I am going to adjourn for a short time for a vote. We will come back for our second panel. This panel is excused. Thank you.

[Recess.]

Mr. MARTINEZ. The subcommittee will come back to order.

I am going to reconvene the meeting at this time. Hopefully, some of our members will straggle back from the vote.

I'd like to call up at this time Ms. Lorri Huber from the Pennsylvania Conservation Corps and Ms. Franchette Harris, from Pennsylvania Youth Service Corps.

We have, evidently, two people joining the panel besides Ms. Harris and Ms. Huber. Would you identify yourselves?

Ms. HUBER. Hi, my name is Lorri Huber. Thank you, Mr. Chairman.

Mr. MARTINEZ. And you?

Ms. FRANCHETTE HARRIS. I am Franchette Harris.

Mr. MARTINEZ. And you are?

Ms. SHERYL HARRIS. I am Sheryl Harris.

Mr. MARTINEZ. Sheryl Harris. Any relation?

Ms. FRANCHETTE HARRIS. No.

Mr. MITCHELL. My name is Gregory Mitchell.

Mr. MARTINEZ. Gregory Mitchell?

Mr. MITCHELL. Yes.

Mr. MARTINEZ. Very good. Thank you all for appearing before us. Let's start with Ms. Huber.

STATEMENT OF LORRI A. HUBER, MEMBER OF THE PENNSYLVANIA CONSERVATION CORPS

Ms. HUBER. Thank you, Mr. Chairman.

My name is Lorri Huber. I am 18 years old. I am a Pennsylvania Conservation Corps member. I live in Pottstown, Pennsylvania.

I am honored to have been chosen to represent Pennsylvania Conservation Corps members at this hearing today. I would like to thank all those who were involved in having me come to Washington today.

I learned about the program in November of 1987 when I received a letter from Pennsylvania Department of Public Welfare stating that an interview with the park superintendent of French Creek State Park has been arranged for the hiring of Pennsylvania Conservation Corps members.

Mr. MARTINEZ. Would you pull the microphone a little closer to you?

Ms. HUBER. Yes.

During the interview I was informed about the Pennsylvania Conservation Corps and the proposed log cabin project. The position I was being interviewed for would be to help build log cabins for use by the public and would entail all kinds of skills. But I could not start right away because I was only 17. I had to wait three long weeks until my 18th birthday before I was permitted to start.

I finally started to work. I learned how to build log cabins and to use all types of tools such as hammers, hand saws, power saws, and drills, and how to measure with a tape and to use a level to determine if walls and logs were being installed correctly. Most of all, I learned how to work with people from all walks of life. When we started to build cabins, I was taught how to set logs one upon another. I learned how to cut roof rafters, erect them, and how to put on a roof.

It seemed strange at first, but when we started to lay the roof I had refused to help because I was afraid of heights. Surprisingly, no one made fun of me. They all offered to assist and help me build confidence in myself by showing me how to climb a ladder and do my best. Each day I gained more confidence to the point where I could work anywhere on the roof. I owe it all to my PCC friends.

The Pennsylvania Conservation Corps offers on-the-job training and educational opportunities. As a result of working in the PCC program, I am now in the process of working towards my GED and, hopefully, will find a career with the State of Pennsylvania working in the field of conservation.

By asking a lot of questions of the park employees and the project manager, I also learned about conservation and the outdoors. I learned about the different kinds of trees, wild flowers, and shrubs. I have the opportunity to see all kinds of wild life such as deer, turkeys, birds, squirrels, and all types of insects, spiders, and caterpillars. All of this I have seen first hand and did not have to read about them in books.

I really enjoy my work and the learning experience. If I had not been employed by the PCC, I would probably be sitting at home watching TV or sleeping my life away.

Again, I want to say thank you to everyone in Pennsylvania who made it possible for young adults to get a better look at ourselves, giving us a chance to have a better life and teaching us that we can do things if we really want to. Thereby, giving us a reason to get up in the morning.

Thanks to PCC, I had a better start in life than most people my age without an education. I think other people deserve the same opportunity. With this Federal program, other young people in different parts of the country can have the same opportunity I had.

I am proud to say I am a PCC member. It has changed my life and my outlook on people because someone cares about me. Thank you.

[The prepared statement of Lorri A. Huber follows:]

Statement of Lorri A. Huber
Participant in the Pennsylvania Conservation Corps
Before the House
Subcommittee on Employment Opportunities
Concerning H.R. 18, The American Conservation Corps

May 11, 1988

My name is Lorri Huber. I am 18 years old and a Pennsylvania Conservation Corps member. I live in Pottstown, Pennsylvania.

I am honored to have been chosen to represent Pennsylvania Conservation Corpsmembers at this Hearing today. I would like to thank all those who were involved in having me come to Washington today.

I learned about the program in November of 1987 when I received a letter from the Pennsylvania Department of Public Welfare stating that an interview with the Park Superintendent of French Creek State Park had been arranged for the hiring of Pennsylvania Conservation Corps members. During the interview, I was informed about the PCC and the proposed log cabin project. The position I was being interviewed for would be to help build log cabins for use by the public and would entail all kinds of skills. But I could not start right away because I was only 17 years old. I had to wait three long weeks until my 18th birthday before I was permitted to start work.

I finally started to work and I learned how to build log cabins and the use of all types of tools such as hammers, hand saws, power saws, and drills and how to measure with a tape and to use a level to determine if the walls and logs were being installed correctly. Most of all, I learned how to work with people from all walks of life. When we started to build cabins, I was taught how to set logs one upon another. I learned how to cut roof rafters, erect them and how to put on a roof. It seemed strange at first but when we started to lay the roof I had refused to help because I was afraid of height. Surprisingly, no one made fun of me. They all offered to assist and help me build confidence in myself by showing me how to climb a ladder and do my best. Each day I gained more confidence to the point where I could work anywhere on the roof and I owe it all to my PCC friends.

The Pennsylvania Conservation Corps offers on-the-job training and educational opportunities. As a result of working in the PCC Program, I am now in the process of working towards my GED (General Educational Development) diploma, and hopefully, find a career with the state of Pennsylvania working in the field of conservation.

By asking a lot of questions of the Park employees and the project manager, I also learned about conservation and the outdoors. I learned about the different kinds of trees, wild flowers, and shrubs. I have the opportunity to see all kinds of wildlife such as deer, turkeys, birds, squirrels and all types of insects, spiders and caterpillars. All of this I have seen firsthand and do not have to read about them in books.

I really enjoy my work and the learning experience. If I had not been employed by the PCC I would probably be sitting at home watching TV or sleeping my life away.

Again, I want to say "Thank You" to all of you who made it possible for young adults to get a better look at ourselves and giving us a chance to have a better life and teaching us that we can do things if we really want to, thereby giving us a reason to get up in the morning.

Thanks to PCC, I had a better start in life than most people my age without an education.

I am proud to say I am a PCC member. It has changed my life and my outlook on people because someone cares about me.

-2-

Mr. MARTINEZ. Thank you, Ms. Huber.
Ms. Harris?

STATEMENT OF FRANCHETTE HARRIS, CORPSMEMBER, PHILADELPHIA YOUTH SERVICE CORPS

Ms. FRANCHETTE HARRIS. Hello. My name is Franchette Harris. I am a member of the Philadelphia Youth Service Corps.

In the corps, I have developed a sense of how the world of work actually is. I have experienced that in order to get along as a team, you must both give and take from others to get the job done the best way possible.

It has come to my attention that people judge us by what we have already done, while we judge ourselves by what we are capable of doing. In judging myself, I feel that gaining trust among people, whether in or out the corps, learning to accept responsibility and, most of all, accepting reality with an outlook on how the world of work operates, is what I predict I will get from the program.

I am learning that truth is reality and that in reality there are problems. We must accept responsibility for a problem before we can solve it. It is my understanding, from what I have experienced so far in the program, that life is difficult. While proceeding in the program, I will learn to accept the fact that it is difficult and learn to deal with it.

Before I entered the program, I was home looking through newspapers, going to different places looking for a job, trying to find myself. Knowing that I wanted to get ahead in life, I entered this program because it offered many of the things I was looking for such as education, on-the-job experience, and a need to be physically fit. I hoped that it would enable me to deal with life and the problems that come along with it.

I consider myself to be a valuable person who is looking to succeed in life. A person who is on time and ready to face difficulty. I am here to look up and out, to see what's out there for me to grab and hold on to. My goals are to be the best I can be at whatever I do and to have complete control over my life. Philadelphia Youth Service Corps is helping me to do just that.

I would like to add that being a Philadelphia Youth Service Corps member gives me great pleasure. I am happy to be here. I feel that this program will help me a lot. It will help me to become somebody special.

Thank you.

[The prepared statement of Franchette Harris follows:]

CONGRESSIONAL HEARING ON YOUTH SERVICE CORPS PROGRAMS
WASHINGTON, DC
MAY 11, 1988

SPEECH PRESENTED BY FRANCHETTE HARRIS, CORPSMEMBER
PHILADELPHIA YOUTH SERVICE CORPS

Ladies and Gentlemen:

In the corps, I have developed a sense of how the world of work actually is. I have experienced that in order to get along as a team, you must both give and take ideas from others to get the job done the best way possible.

It has come to my attention that people judge us by what we have already done, while we judge ourselves by what we are capable of doing. In judging myself, I feel that gaining trust among people, whether in or out of the corps, learning to accept responsibility, and most of all, accepting reality, with an outlook on how the world of work operates, is what I predict I will get from the program. I am learning that truth is reality and that in reality, there are problems. We must accept responsibility for a problem before we can solve it. It is my understanding from what I have experienced so far, in the program, that life is difficult. While proceeding in the program, I will learn to accept the fact that it is difficult, and learn to deal with it.

Before I entered the program, I was at home, looking through newspapers, going to different places looking for a job, trying to find myself. Knowing that I wanted to get ahead in life, I entered this program, because it offered many of the things I was looking for, such as education, on the job experience, and the need to be physically fit. I hoped that it would enable me to deal with life and the problems that come along with it.

I consider my self to be a valuable person who is looking to succeed in life. A person who is on time, and ready to face difficulty. I'm here to look up and out, to see what's out there for me to grab and hold on to. My goals are to be the best I can be at whatever I do and to have complete control over my life. Philadelphia Youth Service Corps is helping me to do just that.

I would like to add that being a Philadelphia Youth Service Corpsmember gives me great pleasure and I'm happy to be here. I feel that this program will help me a lot and that it will help me to become somebody special.

PHILADELPHIA YOUTH SERVICE CORPS

What is the Philadelphia Youth Service Corps?

The Philadelphia Youth Service Corps is an exciting new program dedicated to providing service to the community of Philadelphia. Its purpose is to do work that will be of benefit to Philadelphia, and to assist corpsmembers to become more productive citizens by better preparing them for work and community involvement.

What does the Corpsmember's day look like?

- Each day a corpsmembers shows up for the corps at 7:30 a.m. for physical training.
- After P.T. corpsmembers go with their crew and Crew Leader to their worksite. Work may include renovation of houses, homeless shelters, and senior care centers, landscaping at the Philadelphia Zoo or providing services to the elderly and disabled.
- After work for four days, there is two hours of education. In the education program, corpsmembers work on basic skills--reading, math, and computation--and life management skills--learning how to find and keep a job, etc.
- One day a week, there are community meetings in which all corpsmembers come together to talk about their projects and other issues.

What You Get From the Program?

1. Weekly pay of $3.35 an hour. Good performance may make you eligible for small pay increases after three months.
2. Cash bonus or educational bonus for good performance and sticking with the corps for six months or longer.
3. Educational opportunity: Improve basic skills, work toward a GED, prepare for additional education after leaving the corps.
4. Real work experience at demanding jobs, so that you leave the corps with valuable job skills.
5. Help with finding a job once you leave the corps.

6. Satisfaction with yourself and pride in a job well done, and confidence that you can be whatever you want to be.

What You Are Expected to Do?

1. Show up every morning at 7:30 a.m., in uniform and ready to go.
2. Call before 7:30 if you will be late or absent.
3. Always observe safe working practices.
4. Take proper care of all tools, equipment, and materials.
5. Show consideration and respect for the public, fellow corpsmembers, and staff.
6. Participate fully in all Corps activities.
7. Work hard on all project and educational tasks, and produce high quality work.
8. Commit yourself to achieving your individual and Corps goals.

Rules

1. No refusal to work.
2. No fighting, threats of violence, or verbal abuse.
3. No drugs or alcohol.
4. No weapons or firearms.
5. No stealing, vandalism or damage to property.
6. No smoking in vehicles or PYSC headquarters, or project sites except as permitted by the Crew Leader.

Philadelphia Youth Service Corps
Fact Sheet

Goals:

To provide out-of-school Philadelphia youth with a personal/career/educational challenge that equips them with the skills, commitment and experience they need to become productive members of Philadelphia's work force.

To provide service to Philadelphia and its neighborhoods through the accomplishment of tangible and needed work.

- The Corps is a year round, non-residential program open to unemployed, out-of-school Philadelphia residents between the ages of 18 and 22. The composition of the Corps will reflect the ethnic and cultural diversity of Philadelphia. During the first year, the Corps will enroll up to 120 youth.

- The Corps offers highly disciplined comprehensive programs to participants; the program begins with the "hard corps challenge", a physically rigorous experience which includes outdoor team building activities.

- Work performed by the Corps will be designed to benefit the community and will include both physical improvements – e.g. renovation of housing, parks, community facilities – and delivery of human services – e.g. work in shelters for the homeless and provision of services to the elderly.

- Corps members will work in crews in order to foster a sense of esprit de corps and will be closely supervised by PYSC crewleaders.

- Corps members will work thirty-five hours a week. Initially they will be compensated at minimum wage with salary increases based on performance.

- Two hours of education each day will be a mandatory condition of participation in the Corps. Education will be individualized, self-paced and open entry/open exit and may be offered in a computer-assisted learning lab.

- Corps members are encouraged to stay in the Corps for six months or longer, with a maximum length of stay of one year.

- Upon completion of the rigorous Corps experience, corps members will be ready to enter jobs; in some instances, corps members will continue their education. Based on their on-the-job performance and length of stay in the program they will receive cash bonuses and scholarships.

Mr. MARTINEZ. Thank you, Ms. Harris.
The other Ms. Harris?

STATEMENT OF SHERYL HARRIS, CORPSMEMBER, PHILADELPHIA YOUTH SERVICE CORPS

Ms. SHERYL HARRIS. Thank you.

I am proud to speak on the behalf of the Philadelphia Youth Service Corps.

Before joining the corps, I was working on diverse types of jobs, but they held no success for my future. I had no time to pursue my education. I began to become frustrated because I could not pursue my goals. I said to myself, "There has to be a better way." I went to my neighborhood job program. They told be about the Philadelphia Youth Service Corps. I decided to apply and was selected to be a corps member.

I have accomplished many things in the corps. I've been improving my educational and job skills. I am in the process of getting my high school diploma. So far, I've passed two of the five tests I have to take for my GED. It was because of my studies in the learning center that I was able to accomplish this.

I hope in the corps to be able to further my education even more. I also hope to develop better job skills. It is my goal to stay in the corps a full year so that I can receive a scholarship towards my college education.

Since I have joined the Philadelphia Youth Service Corps, I have gained new friends and taken my first steps towards reaching my goals and dreams. I am a very ambitious and hard working person. I know that my efforts, combined with the help of PYSC, will help those dreams and goals come true.

Thank you.

[The prepared statement of Sheryl Harris follows:]

CONGRESSIONAL HEARING ON YOUTH SERVICE CORPS PROGRAMS
WASHINGTON, DC
MAY 11, 1988

SPEECH PRESENTED BY SHERYL HARRIS, CORPSMEMBER
PHILADELPHIA YOUTH SERVICE CORPS

Ladies and Gentlemen:

I am proud to speak on behalf of the Philadelphia Youth Service Corps.

Before joining the corps, I was working on diverse types of jobs, but they held no success for my future. I had no time to pursue my education. I began to become frustrated because I couldn't pursue my goals. I said to myself, "There has to be a better way!" I went to my neighborhood job program, and they told me about the Philadelphia Youth Service Corps. I decided to apply, and was selected to become a corpsmember.

I have accomplished many things in the corps. I've been improving my educational and job skills. I'm in the process of getting my high school diploma. So far, I've passed two of the five test I have to take for my GED. It was because of my studies in the learning center that I was able to accomplish this.

I hope in the corps, to be able to further my education even more. I also hope to develop better job skills. It is my goal to stay in the corps for a full year so that I can receive a scholarship towards my college education.

Since, I have joined the Philadelphia Youth Service Corps, I have gained new friends and taken my first steps toward reaching my dreams and goals. I am a very ambitious and hard working person and I know that my efforts, combined with the help of PYSC, will make those dreams and goals come true.

Mr. MARTINEZ. Thank you, Ms. Harris.
Mr. Mitchell?

STATEMENT OF GREG MITCHELL, CORPSMEMBER, PHILADELPHIA YOUTH SERVICE CORPS

Mr. MITCHELL. Thank you.

My name is Gregory Mitchell. I am a member of the Philadelphia Youth Service Corps.

Philadelphia Youth Service Corps is a training program that trains young people like myself to accomplish work that will be of long-lasting benefit to the residents of Philadelphia and to myself. I feel proud to be a part of such an organization.

Philadelphia Youth Service Corps provides opportunities to improve educational skills, develop leadership potentials, and enhance self-esteem so that participants can reach their goals.

Before joining PYSC, I was sitting at home wondering where to go to study for my GED. By chance, I heard of PYSC and came in for an interview. After the successful completion of the "Hard Corps Challenge," a week of vigorous physical and relationship building exercises, I became an official member.

At an early age, I was a very good student, but I chose the easy road and it became harder for me. By being a part of PYSC, I hope to make my life and my future better.

Thank you.

[The prepared statement of Greg Mitchell follows:]

CONGRESSIONAL HEARING ON YOUTH SERVICE CORPS PROGRAMS
WASHINGTON, DC
MAY 11, 1988

SPEECH PRESENTED BY GREG MITCHELL, CORPSMEMBER
PHILADELPHIA YOUTH SERVICE CORPS

Ladies and Gentlemen:

Philadelphia Youth Service Corps is training young people like myself to accomplish work that will be of long-lasting benefit to the residents of Philadelphia and to ourselves. I feel proud to be a part of such an organization.

PYSC provides opportunities to improve educational skills, develop leadership potential, and enhances self-esteem so that participants can reach their goals.

Before I joined PYSC, I was sitting at home, wondering where to go to study for my GED. By chance, I heard of PYSC and came in for an interview. After the successful completion of the "Hard Corps Challenge", a week of vigorous physical and relationship building exercises, I became an offical corpsmember.

At an early age, I was a very good student, but I chose the easy road and it became harder for me. By being a part of PYSC, I hope to make my life and future better.

Mr. MARTINEZ. Thank you, Mr. Mitchell.

Let me start with something you just said, Mr. Mitchell. You said you were a good student to begin with and you chose the easier road. What did you mean by that?

Mr. MITCHELL. Well, I was a good student from kindergarten to the sixth grade because all you were into was the books. Then, puberty, the girls, your friends, peer pressure to drugs, things of that nature. I didn't really go for the peer pressure like, well, let's drop out of school tomorrow, or let's go drink a beer today. It was just all the pressures built up into one. I really couldn't take it.

I just took the easy way out. But it became harder as I got older. People expected so much out of me. I expect so much out of myself. So I try to help myself before somebody else offers to help me make it easier on everyone.

Mr. MARTINEZ. There are going to be people who are opposed to this legislation. They are going to say it won't correct all the drug problems, all the illiteracy problems, and all the rest.

The point of this bill is not that we are going to cure all of that. The point is that we are going to provide an opportunity for people like yourselves to pull yourself out of something that seemed to you to be easier at the time, and harder later on.

I can understand that. If I hadn't had an older brother who kept beating me on the head, insisting that I stay in school and get an education, and always being concerned about me, maybe I would have gotten involved in some of the things that I shouldn't have gotten involved in either. But at that time, it seemed easier to me to run with my friends and get into the things that they were doing and ignore the studies and the hard work that it takes to be a success at anything.

Unfortunately, not all of us have somebody like my older brother to keep after you. Sometimes your parents don't. Your parents may have problems of their own so that they don't care. Or their problems are bigger to them than your problem. They don't even sense your problem a lot of times. So you just get ignored. You get overlooked. You are allowed to take that easier avenue.

Somewhere along the line you decide for yourself that you are going to change that because you want to make something of yourself.

You said, Ms. Harris, that you wanted to make something of yourself. You want to contribute, to be somebody, something. I think that there are a lot of young people out there that are looking for that opportunity, but right now there is nothing provided for them. There aren't the programs like there are in your communities, like your cities have taken the initiative to create. They are to be commended for providing that opportunity for you to change your life and make something of it.

I think that you've pretty well described, Mr. Mitchell, the essence of what the bill is trying to accomplish: to provide the opportunity for those people who do want to change their life.

What I would like to know is more on a personal experience. I don't think we can delve into it enough, or repeat it enough times. The sense of pride you get from those things that you've been able to accomplish. Ms. Harris, you said that others judge you by what

you've done, while you judge yourself of what you are capable of doing.

When you complete a job and you see what you have accomplished, does that instill in you and your friends a confidence and a belief that you can go on and be even more successful in greater endeavors?

Ms. FRANCHETTE HARRIS. Yes, it does.

As we are on a job and get something done, I feel that in future jobs—once we are able to accomplish those—I feel good that I can keep going on and on.

Mr. MARTINEZ. Let me ask you, Ms. Harris, do you have friends with whom you have probably grown up with who are not participating in this program? How do you see yourself in respect to them?

Ms. SHERYL HARRIS. I see myself as ambitious. Most of them have their high school diplomas and nice jobs already. So I was feeling bad because I didn't accomplish that. I was looking and trying to find some way I could work that in at work and receive a salary. I feel as though—now that I am in this program—I am working up to my potential. I feel good about it.

Mr. MARTINEZ. Did you have a despair at one time? Or did you wonder if you would ever find the path or the road that would get you to where you felt you should be—on an equal basis with those that have graduated and have their good jobs and everything? Did you ever get frustrated? Did this seem to you—not to be corny—but a salvation?

Ms. SHERYL HARRIS. Well, yes, it did seem to turn my life around at the time. I didn't have anywhere else to go at that point. The jobs I did have, they didn't want to offer me anything better than the bottom. They didn't want to offer me anything better.

Mr. MARTINEZ. Unskilled, low level entry jobs? Minimum wage jobs?

Ms. SHERYL HARRIS. Yes.

Mr. MARTINEZ. Sometime sub-minimum wage jobs?

Ms. Huber, you made a comment in your testimony about watching television or sleeping. At that point in time you must have had some thought of wanting to do something better, or more. Was there any opportunity? Or did something come along and open this opportunity up to you? Was it something you saw, read, or heard?

Ms. HUBER. There really wasn't anything to do except work at McDonald's, but you really don't learn anything. You don't get anything out of life by working at McDonald's, or any fast-food place.

Mr. MARTINEZ. So you wanted more?

Ms. HUBER. Yes. I wanted a lot more.

Mr. MARTINEZ. So even though it's a volunteer service experience, you feel that this experience is going to lead you to the ability to expect more and compete for more.

Ms. HUBER. Yes. It's great. They teach you everything out there.

Mr. MARTINEZ. It's really a truism that until we're willing to help ourselves, nobody can help us. You have all helped yourselves by taking advanatage of an existing program. You're to be commended for that. The problem is that there isn't enough of these programs around in enough places. There are other young people

like yourselves out there who want the same advantage, but they have no alternatives.

As I said earlier, in the community in which I live, there was an element in a lower part of that community which was called "The Block." I could see that it was the breeding place for some really bad situations. That's all been eliminated because one man, one individual, took it upon himself to find programs that were available for these young people to be trained and educated to provide better opportunities for themselves. They did it, and it's changed that whole situation.

I don't see why we can't provide the incentive for programs like these throughout the rest of the United States. That's all this bill does, provide the incentive for States and local governments to create volunteer programs. The seed money for them would come from the Federal Government—with matching grants, of course—for them to be able to provide those opportunities. Wouldn't you all like to see that throughout the United States?

Ms. HUBER. Yes.

[All panelists nod in agreement.]

Mr. MARTINEZ. Thank you very much for appearing before us, for coming from your home towns and communities to be here with us today, and provide your testimonies. We appreciate it. It will be in the record. It's there for those that are interested enough to understand what we're trying to deal with, to read and understand that they should support us in this program.

I thank you all, again, for appearing.

We are adjourned.

[Whereupon, at 11:45 a.m., the subcommittee adjourned.]

HEARING ON NATIONAL YOUTH CORPS, H.R. 18 AND H.R. 460

TUESDAY, MAY 24, 1988

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:35 a.m., in room 2261, Rayburn House Office Building, Hon. Matthew G. Martinez [chairman of the subcommittee] presiding.

Present: Representatives Martinez, Hayes, Jontz, and Gunderson.

Staff present: Eric Jensen and David Vaughn.

Mr. MARTINEZ. I'm going to call this meeting to order.

Today's hearing of the Subcommittee on Employment Opportunities is called to receive further testimony on the proposed Youth Service Corps formed by combining Congressman Udall's H.R. 18 with Congressman John Seiberling's Conservation Corps bill and Congressman Panetta's H.R. 460.

The reason we did this is we believe that we really need a comprehensive approach to giving the youth of our country an alternative. It should be obvious, especially to those of us living in both rural and urban areas, that the young people of our country at this particular time in history do not have alternative choices, and that many of them in the urban areas are beginning to choose the wrong alternatives and being led to situations which are less than enhancing of their particular situations.

For that reason, we feel that there has got to be a comprehensive approach to providing alternatives to the young people of the country. We know that many of them are drifting aimlessly through life. Many of them end up in a life of crime and welfare dependency. Many others are dropping out of school. They have a clear lack of definition of life goals or any kind of a commitment to service to their community or their country.

I think these bills can provide that kind of an alternative to them.

We will be listening to witnesses who we know are experts in this particular area of endeavor. With that, I'll turn to my colleague, Charlie Hayes, and ask if he has an opening statement.

Mr. HAYES. Thanks, Mr. Chairman, but I think we should proceed with the witnesses.

Mr. MARTINEZ. All right, very good. Then it gives me a great deal of pleasure to introduce the famous and easily recognizable Sena-

tor, the Honorable Jennings Randolph, who is now Senior Advisor of the U.S. Institute of Peace.

Let me also introduce the rest of the panel. Samuel Halperin, Study Director of the William T. Grant Foundation; Jon Blyth, Program Officer for the Charles Stewart Mott Foundation; Peter Szanton, President of Szanton and Associates; and Paul Daughdrill, Legislative Director of the National Association of Civilian Conservation Corps Alumni.

And with that, Senator Randolph, we will turn to you.

STATEMENT OF HON. JENNINGS RANDOLPH, SENIOR ADVISOR, U.S. INSTITUTE OF PEACE

Mr. RANDOLPH. Thank you, Mr. Chairman, and members of your subcommittee. What is the exact subcommittee?

Mr. MARTINEZ. It is the Subcommittee of Employment Opportunities.

Mr. RANDOLPH. Employment Opportunities.

I thank you very much for providing the opportunity for the discussion of a problem that you have already mentioned, which certainly has dimensions of a challenge, again, to the Congress to work on this subject which has been at one time, a long time ago, very much a part of my history of 40 years on Capitol Hill.

It is not too important, but I think maybe I'd like to have it just in the record.

Mr. MARTINEZ. Absolutely. Without objection.

Mr. RANDOLPH. I cast 10,753 rollcall votes when I was on Capitol Hill. When I read it sometime when I have the opportunity, I'll understand, I did serve with nine Presidents and 283 Members of the Senate, and I'm delighted, of course, to be here at this time.

I wonder if I might go back and speak very briefly, and not to detract from the present proposal, the Youth Conservation Corps, which was authored by Senator Jackson and myself and others, why, sometimes we wonder if something comes into being and whether it is gone. The Civilian Conservation Corps is gone. But in 1933, it was very much needed.

And I even think back, because of what you are saying, Mr. Chairman, to the youth of today, to remember that we at that time, as the Corps began and lasted—few people realize it lasted nine years, it wasn't just a two- or three-year program. But we had over 130,000 young men who learned to read and write. They were not only building roads and drainage programs, all of that which we knew, in the field. Very few people realized, too, that the camps were in the operation of the military. The civilian was the work outside. So there was a two-pronged approach, and it could not cooperate well together, but it did. There was no difficulty whatsoever.

I remember the first enrollee, Mr. Rich. We had him enroll in the first camp, which was at Luray, Virginia. This is not of interest except to say that we go from one period to another in the Congress, often, and we deal again, and very properly so, often with legislation more helpful than the initiative of the earlier legislation. And I commend you and your colleagues today.

But I do want to add that Youth Conservation Corps that I have spoken of, Senator Jackson, others of us, why it continues to operate. It is not dormant. It is in the National Park Service, in the Forest Service, and in the Fish and Wildlife Service. So the legislation which passed, of course, a long time ago—what was it, 1970, was that when it passed? And thinking, I remember President Nixon, why, he made it a permanent program in 1973. I think I'm correct on that, and I ask to be corrected on anything that I do say today.

I will not speak further except to say at this time that I am very happy to come to the Hill today and to join with those that are giving careful attention to a very pressing problem that affects the youth of this country, and hopefully, their contributions made in types of programs like those that we've had, and those that we can continue, and those that could be new, because the Nation is certainly in need of a youth group that understand their participation.

You know, I authored the Constitutional Amendment, the 26th, and I talk to many young people and they don't know what the 26th Amendment is. It was the vote given to them, age 18, 19, and 20. It had to be a Constitutional Amendment. The 26th came into being a long, long time ago, we'll say, but I first introduced it in 1943. And yet they never were able to vote until about 1972. So the process just takes a long, long while.

I am off the subject for a moment, but I remember that the only State that had voting for 18, 19, and 20 year olds, Mr. Chairman, was Georgia. And I invited Ellis Arnall, who was the Governor of that State, who had been the person that felt that that group should vote, who brought into being, working with the legislature in that State, and I asked him if he would come and testify before the Judiciary Committee here in the Congress, in the House. And I couldn't even get the committee members there, the Judiciary Committee. I finally got the gentleman from the Bronx District, Emanuel Celler, came and we started the hearing.

So that's a long time ago, but I mention it here today because your emphasis on youth's participation, the ability, men and women who are young, it's a definite challenge. When I look back and think of the election, the general election in 1984, and, Mr. Chairman, and to all who are in this room, only 17 percent of the 18, 19, and 20 year old youths were voting. And, of course, it is not too good to look at the whole vote. It was only 53 percent of all the people eligible to vote in the United States that went to the polls.

Only one country, Mr. Chairman, had a worse record, Colombia in South America. And so I'm off the subject, but I'm on the subject, because certainly youth need to be a part of the process, the elective process, which brings the Members of the Congress, House and Senate, into positions of responsibility.

I think that is enough for me to say today. I have rambled and I realize that. You are here for a specific hearing on the measure, and I'm really gratified that I can come to Capitol Hill and at least be a part of your very important hearing.

I thank you, Mr. Chairman.

Mr. MARTINEZ. Senator, it is a joy and a pride to hear you.

I think that sometime when you talk about the need of the youth, you well might ramble, because not enough people realize

that almost every aspect of the youth environment is one that leads you in one direction or another. And they need more encouragement. Maybe only 17 percent of the 18, 19 and 20 year olds voted in 1984, but maybe in the year 2000 there will be 34 percent or 54 percent. The idea is to give them the opportunity to begin with. Certainly if these young people can die for their country at 18, they can vote for their country.

I think that kind of legislation is really in keeping with what we are trying to do here today. What we are trying to do in this Congress is to get these two bills passed. We won't kid ourselves. With the tight budget that we have there are going to be obstacles. Even if we don't get it funded in the first passing, at least if it's on the books we'll eventually get the people to realize how important it is and get the funding for it.

We have with us today another gentleman who, like yourself, has long distinguished himself in a public life career, someone who was serving at the same time you were serving, too. He has been in Congress at least 26 years and in public life longer than that. He is a gentleman with whom I am familiar because I grew up in the neighborhood he represented as city councilman in Los Angeles. Certainly, there is no one in his district who has more firsthand experience than he about the need for youth programs. At this time, I would like to introduce the Honorable Edward Roybal, from California.

STATEMENT OF HON. EDWARD ROYBAL, A U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

Mr. ROYBAL. Thank you, Mr. Chairman.

May I ask unanimous consent that my written text be included in the record at this point?

Mr. MARTINEZ. Your prepared statement will be inserted immediately following your oral presentation.

Mr. ROYBAL. Mr. Chairman, I am here to urge this committee to continue in its work in making possible a piece of legislation that would benefit the youth of this Nation.

I want to commend you, Mr. Chairman and members of the committee, for the work that you have done, and commend you also for looking at a Civilian Conservation Corps of the past and improving upon those things that we did.

What I particularly like about your approach is the fact that you have education and training aspects of the youth corps. We had it during the old CCC camp, but not as extensive as the program that you now contemplate.

I went to the CCC camp in 1934, I can remember that far back. Just as I graduated from high school, I enrolled immediately in the C's. I did that, Mr. Chairman, because there were no jobs then. There were no scholarships. No one was urging anyone from a minority group area to go to college or to go anyplace. There was nothing else to do. Because of the tremendous poverty that existed during that Great Depression, you either stayed in your own neighborhood and ran the risk of going astray, violating the law.

Going to the CCC camps was a way out. But not only did it serve as a way out, it also served as a training center where you learned

responsibility, where you learned to get along with members of other groups who, likewise, were victims of that Great Depression.

I remember very well the roads that we built, because I still go back to see them. They're still there. I also remember very well that there was competition between camps, that every time we finished a road or finished a project, there was a committee that went out to evaluate the work and give certificates of merit to those camps.

There was one certificate that was given to a camp for a whole month, and every one of those camps fought for the opportunity of displaying that certificate—it was a plaque, in fact, a beautiful plaque—of displaying that plaque in their own recreation room. Having that was a matter of pride.

And also a matter of pride was the deportment of the individual. For during those days, of course, we used to go out to a town and tear up a little bit, but we were reprimanded for it. We had to come back and appear before our peers, explain our action, and then were either demoted from the position that we had, or there was some other way of disciplining the individual. We acquired a feeling in the CCC camp that we had to demonstrate to the people of the town that was closest to us that we were respectable individuals, and we wore that uniform with pride, for we had a uniform similar to that worn by members of the United States armed services.

One thing I remember which I would like to just bring out will show the great deal of pride that we had in ourselves and in our behavior. We were able to iron our shirt and put a crease in front of it, a crease similar to that that was worn by officers in the United States Army, and our particular camp made it possible to do that. When we did that, we went out into our community with great pride. But when something went wrong, there was no crease in that enrollee's uniform. That meant that he had not yet reached that pinnacle of trust that was quite evident to all who knew why it was that we wore that shirt with that crease.

This may not mean anything to most people, perhaps, but what it did mean to those of us who enrolled was that we had something to strive for. There was an atmosphere of friendship that I haven't seen anyplace else.

I served in the United States Army. We didn't have that same kind of comradeship that we had in CCC camps. It was a different kind of feeling, because in the C's we were there developing what we felt were the resources of this Nation. The projects we worked on then still exist. And I believe that that same pride, that same feeling, can be engendered in the souls of those who will participate in the program that you are outlining. I think it will make it possible for individuals, even though they may be poor, to, yes, even gain a college degree.

All these things can be a matter of great pride, not only for the individuals that participate in the program, but a matter of great pride for this Nation.

What is the alternative, Mr. Chairman? Well, I think that you and I have seen the alternative in our own communities. We have seen it throughout the United States, where youth today are involved in drugs and all these other things that will mean the dete-

rioration of our society. That is the alternative. I think we should emphasize the fact that there is a way out, even for these youths, and that we can make possible a Civilian Conservation Corps. While we may not call it that, and it will not be exactly the same, it will be something that will make it possible for these individuals, these young men and women, to someday say, as I am saying today: Had it not been for the CCC camp, I would not be testifying here today. I would not have become a Member of the Congress of the United States. I would not have gone to college. All these things were made possible for me simply because there was a government that cared.

Let's care about the youth of our Nation. Let's give them an alternative.

And, Mr. Chairman, I congratulate you and your committee for working in that direction.

[The prepared statement of Hon. Edward R. Roybal follows:]

EDWARD R . ROYBAL
Testimony before the
Subcommittee on Employment Opportunities
May 24, 1988

I am proud to be able to speak this morning on behalf of the creation of a Youth Service Corps.

The passage of legislation to establish a program similar to the old Civilian Conservation Corps has been a very personal crusade for me, because I served in the original CCC. During the 1930s, I was a victim of the greatest period of unemployment this country has ever experienced: The Great Depression. The CCC provided work, something almost impossible for a minority youth in my circumstances to find during those economically desperate times. And, more importantly, it gave me a cause to which I could wholeheartedly commit myself. Instilling in me a deep sense of pride and dignity that so many around me had lost, the CCC provided the inspiration and the means for attending college. It also provided the impetus for my long career in public service.

The range of services provided by the old CCC was pretty much limited to conservation-related activities. This proposal goes much farther by adding a human services aspect to the program. We CCC alumni are very proud of what we accomplished--imagine the feeling of satisfaction today's young people could get by performing not only conservation work, but by actively seving their communities in schools, libraries, hospitals, day care centers, anywhere there is a need. Another improvement from the original CCC concept is the educational and training aspects of the Youth Service Corps. While the CCC gave its participants the sense of self-worth and the drive necessary to make something of ourselves, the new Corps would give its participants these plus the basic tools necessary for success.

When I talk to young people today, particularly those from our poorer communities, I am profoundly disturbed by the fatalistic attitudes I hear expressed. Many of our children have absolutely no hope for the future. They have no sense of self-worth. They can imagine no better life--to them the American dream is only a dream and not a real possibility. These attitudes are manifested in the increases in gang violence, drugs, and school drop-out rates that have us all so concerned. They are a product of an environment that is

telling children that they do not matter, that nothing matters. We must use every weapon at our disposal to combat these attitudes, to teach our young people that the individual is important, that every one of us can make a difference, that a poor kid from the barrio can dare to hope for something better. My CCC colleagues and I are proof that this type of program can accomplish these goals.

I have heard arguments that we cannot afford such a Youth Service Corps during this period of record-high budget deficits. I say that if we really care about the future of this country, if we really care about a strong America, we cannot afford not to establish the Corps. In our mad scramble to spend billions for the very latest in super-weapons, we have been overlooking a vital measure of national strength--the condition of our civilian populace. Healthy, educated, employed and committed Americans have made this country great. The prospect of a fair shake for everyone for everyone has kept Americans struggling to better themselves. But I am hearing every day from young Americans who no longer believe they can achieve the American dream. Isn't it worth the price of a missile to keep thousands of our young people from sinking into hopelessness?

At one time, my own future seemed very uncertain. Now here I am, a member of the U.S. House of Representatives with a long career of public service behind me. And I have gotten countless letters from other ex-CCCers relating tales of successes small and large. The Youth Service Corps will also be a rich source of success stories. I am sure of it. It is part of my personal dream to be a Member of the Congress that is responsible for giving to today's young people the same kind of opportunity that was given to me, and I commend this subcommittee for working to further that dream.

Mr. MARTINEZ. Thank you very much, Mr. Roybal. The words that you speak really ring true. From your and my experiences, living in the same neighborhoods, and now representing districts that adjoin each other and have pretty much the same kinds of people, we have seen positive acts that have positively affected young people, and we have seen the negative deterioration of bad influences that cause them to go the wrong way.

I often use this story. I know you are familiar with the Montevideo projects. When they tore them down, a number of gang killings occurred in the first three month period of that year. Subsequently, as these people were dispersed into other areas they became the problem of the other areas, and part of that problem became the problem of Monterey Park.

And I know you are familiar with Terra Grande and the group that moved into there from the projects that were called "The Block." There's a young man that had a business on that street in that Block area, Angel Hernandez. He saw something for which he had worked very hard and something that he had thought he had moved away from when he moved from Harlem to California, reoccurring in his life. He determined to do something about it. He saw, in a small way, and we saw in a small way, what this program is trying to do on a nationwide basis. He took the young people of that Block neighborhood, and he got them enrolled in the East L.A. Skill Center, and these skilled people went on to obtain jobs and have another alternative to what they were doing before, from being the destructive force that they were in that neighborhood. And they went on to success.

Today there is no more Block, no more gang there.

And I saw that happen with Forside, too, where there was a different kind of an influence, where the Boys and Girls Club of America in Maureen Park, started to tutor these young people so they did better in school, and gave them a better direction. Those two assets are combined in this bill and can, on a national level, do the same thing for the biggest part of our youth.

We're not going to correct all of these youth problems, but if we resolve a good part of it, we've gone a long way.

I know that your time schedule demands that you be in a lot of places at one time, so I would like to ask you a couple of questions, and then allow you to leave, if you would like.

One of the things that I hear often when they speak of this bill is that it costs too much, and that the CCC's may have been relevant for the 1930's but it is not relevant today.

That is one. The other thing I would like you to address is that there are a lot of people—and I think you address it in your testimony, but I would like you to expand on it—who say that merely providing an opportunity for these services to our communities and country is really not sufficient for youth to attain skills. They ignore completely the training component of this bill. And although the kinds of jobs they may be doing involve a lot of repair and maintenance work that is not necessarily of a high skill, it still provides training and experience for them to build future success.

Would you expand on those two things?

Mr. ROYBAL. Mr. Chairman, the truth of the matter is that those who would say that we cannot afford it, do not understand the situation at all.

Number one, they are not conversant with the problems of youth throughout the Nation. They may never have seen the result of the problems that exist in our neighborhoods and cities. They say we cannot afford it, it costs too much. The truth of the matter is we cannot afford not to have it, because the other, the alternative is destruction, it is illiteracy, it is drugs, it is incarceration. And it costs more to incarcerate an individual than it does to educate.

The cost to incarcerate someone in a Federal prison is more than it would cost to send someone to a university.

Again, as we look at the problem the way it really is, the alternative is very clear. We either give these young men and women an opportunity to advance, or condemn them to an atmosphere of poverty and squalor. Because that's exactly the way it is going to be. Without that experience and without that education, illiteracy in this country will continue. And those who think that there is no illiteracy in this country had better look at statistics. There are people who even graduate from college today who can't read. How they graduated, I don't know. But there are individuals who fall into that particular category.

So we have, Mr. Chairman, a great deal to do to make at least an opportunity for these young men and women to strive to do better, because the alternative is far more costly.

Mr. MARTINEZ. I agree with you, Mr. Roybal.

Thank you very much for your excellent testimony, and we look forward to your continued support on this bill.

Mr. RANDOLPH. Mr. Chairman——

Mr. MARTINEZ. Mr. Randolph, I was just going to ask you——

Mr. RANDOLPH [continuing]. May I speak to the Congressman for his very helpful testimony, very realistic, and I couldn't help but think back to 1933, when we originally passed the legislation. Just think of it, Congress so united. And we had no roll call on it, not the Senate, but the House, you see. We did it in two days and the President signed it two days later. No roll calls whatsoever. The realization then I think needs to be again exhibited by actions such as we had in 1933, 28th and 29th passage, the President signing it on the 31st. That's what we need now. That's what you have advocated. I think it is very helpful and very correct testimony that you and your associates are hearing.

Mr. ROYBAL. May I thank the Senator for his kind remarks. I would also like to point out that the CCC camp was not just a work force. We had recreation and competition. We had baseball teams, basketball teams, boxing teams. There was competition against other camps in the area, and awards were given. I even competed in some of these athletic events, and even though I wasn't a champion of any kind, I still participated and was able to know the value of competing in that kind of environment, which is something that many youth of the slums and ghettos don't know. Their competition is often with their fists, or maybe with guns nowadays, which is not the way our society should be going.

Let's change this thing around. Let us start competing in an athletic way, not with guns and with knives and these other things

that we see today, not with marijuana and with narcotics. But let us do everything we possibly can to change the course of the youth of America. We should be worried about what is happening at the present time. We should be investing more money in interdiction of narcotics and we are not doing that. The recommendations have been to reduce monies that go into this program, not to increase it.

It's been this House of Representatives and the Senate who have agreed to increase monies for the interdiction of narcotics.

Yes, Mr. Chairman, we can afford this program. Because, if we don't do it, then the cost will be so great that our deficit will certainly increase and our society will deteriorate.

Mr. MARTINEZ. Thank you again, Mr. Roybal.

Mr. ROYBAL. Thank you.

Mr. MARTINEZ. Mr. Randolph, I think you, as well as anyone—and here again, because you were a very distinguished Senator, I think I must afford you the same courtesy as Mr. Roybal, to ask my questions of you before I go to the rest of the panel. I normally take the testimony of all the panel and then go back to the questioning. But I don't want to keep you waiting.

I think there is something that I think that you can probably say better than anyone else, since you were one of the original sponsors of the original legislation. Here again, we hear that youth service is not relevant today. Yet I see in our neighborhoods, at least, the exact same situations that existed way back then, where we had young people who were getting involved in games, games of a desperate nature, and, believe it or not, there were narcotics at that time that were a motivating force for a lot of the games. In the neighborhoods where there were no alternatives, where there was low employment, just as there is now, among youth who were not being educated, who were dropping out of high school, who thought it was the only thing for them to do, and, in many ways, they got involved in a lot of gang activities which may not have been as much in drug trafficking as it was in theft and things like that, and burglary. They still were involved in things that were destructive to themselves and their communities. I see very much the same kind of situations but of an even more desperate nature now than they were then.

So explain to the record, if you can, why the critics are wrong that it's not relevant today.

Mr. RANDOLPH. We had 46 camps in West Virginia. I go back to West Virginia naturally, as you can understand. We will have reunions of those men in the next few weeks. Those men who come back and tell us how much it meant to them, and how they wished that the program could continue now.

I will be with one of those men in a few days at a reunion at Camp Horseshoe in Tucker County, West Virginia. I remember what he said last year, when we came together there. This may not be too pertinent, but he said, "Senator Randolph took me out of the pool hall and put me in the CCC. And if it hadn't have been for that," he said, "I wouldn't have amounted to a damn." He said, "You know, now I am a responsible citizen, I'm a leader in our community, and I've helped many people," and he has, a very wonderful man.

That is a rather rough way of stating it, but that's the way he said it. It meant so much to him then. Some may not say it as he said it, "It took me out of the pool hall, did something," but today it is not just in the pool halls, it is in the homes of America, and the apartments of America. It's even on the school campuses, including university and college, where this is taking place.

I have a grandson who is now at a certain university. I am glad he's there on a Gulf scholarship that helps his dad. But he's been writing me some letters and telling me what he is running into there. I'll not make them a part of this record except to say what the distinguished Representative has said, that it's everywhere today, it's not up some dark alley, it's on a college campus, it's in a high school auditorium, it's across America that we face up to the problem.

And when we say we can't do it because of the dollar cost, I think we can and we must do it, because the cost, if we do not do it, will many times outdo the cost dollarwise if we do do it.

I commend you and your colleagues who are listening to this recital today by our colleague who has spoken, and to others of us who believe that now, not later, is the time to act on this problem. And if there is any specific question that you want to ask me, why, I would answer it directly. But I would like to say, and I don't want to compare Presidents, that's not important, but Franklin Roosevelt, he was a man of action, and the Congress was a Congress of action, and we acted then because of the needs of America and the people of this country. The needs, in greater degree, are here today because of our increased population, the Nation itself expanding. For us to turn aside and say, "This program won't fit because it's costly," I can't understand that reasoning, although I do know that it will be raised many, many times.

I thank you for allowing me to rather ramble today because that's natural for someone 86 years of age.

Mr. MARTINEZ. I'm not 86, and I do it a lot. [Laughter.]

Mr. RANDOLPH. I'm just thinking, you'll forgive me. On Saturday, I dedicated the Stonewall Jackson Lake in West Virginia. And I remember when I was working on that program in 1966, how long it takes sometimes to bring it into being. But you'll forgive me for just saying, I think we need some Stonewall Jacksons maybe in Congress. I don't mean to say that wrongly. I was born in the same area where he was born. That's in central West Virginia. But we call him Stonewall Jackson. His name was Thomas Jackson. You see, a man is known by what really he stands for.

And when the Southern troops were being beaten back in the War Between the States, we'll call it, why General McBee, a very famous Southern general, while the Southern forces were being beaten back, General McBee stood in the stirrups and pointed down the line, and he said, "Look at Jackson. He stands like a stone wall." So that became his name, Stonewall Jackson. No one ever refers to him other than by that name.

And so, I don't know whether we need some walls broken down or some stone walls raised again. But certainly here in the Congress, I think a matter of priorities includes this sort of a program. And I congratulate all of you for thinking the problems through,

and I am grateful you allow me to just be here and, as I say, ramble around again.

But this was a Hill in which I served 40 years, and I remember those early days and how we acted as a Congress united, yes, and we can do that again, perhaps, through the leadership of members of this subcommittee and others. Let's hope that we won't have someone say, "Well, you know, the cost is too much." The cost in an America of the future that's worthwhile, it's just a very small item that we would be spending, really, if we go forward as you propose to do in this matter.

Thank you.

Mr. MARTINEZ. Thank you, Senator Randolph.

With that, we will turn to Samuel Halperin.

STATEMENT OF SAMUEL HALPERIN, STUDY DIRECTOR, WILLIAM T. GRANT FOUNDATION

Mr. HALPERIN. Thank you, Mr. Chairman. It's a distinct privilege to be able to sit at this table, on one side Senator Randolph, Congressman Roybal, who has done so much to build the kind of America that we want to live in and want our children and grandchildren to be in.

Youth and America's Future, of which I am the Study Director, is a 19-member commission of distinguished Americans—scholars, business leaders, community leaders, government officials—past and present. We were appointed by the William T. Grant Foundation to evaluate existing knowledge about American youth, not to engage in additional research. Our charge was to summarize for policymakers like yourselves, and for practitioners at various locations, what is known and, especially, what works, for whom, and under what circumstances.

We focused our attention on the approximately 20 million 16- to 24-year-olds who don't try their hand at college sometime during their life. We soon became convinced that, in many significant ways, these young Americans are the Forgotten Half; so we titled our January 1988 interim report "The Forgotten Half: Non-College Youth in America." Copies have been made available to the subcommittee. Who are the Forgotten Half? Well, the vast majority of them are white. They are not all poor. And far from being a "troubled and irresponsible generation on the skids," as is so often depicted in the media, the facts are quite different. If you look at official government data from a variety of agencies, you find out that these non-college youth are making it for the most part, by working in one or more jobs, by living at home with their parents, by delaying marriage and family, and by searching for extra training that can advance their careers. These are anything but a laid back, carefree, even anti-social generation, without a thought for tomorrow.

Nevertheless, the commission found a very large proportion of this Forgotten Half is finding it harder than ever to swim against an economic tide that is flowing against them. They are seeking jobs they cannot find. Their work, which is often on a part-time basis, earns too little to support themselves or a family. They are

floundering their efforts to find a place for themselves. And some are losing hope that they have much of a future.

Our report contains a substantial amount of economic data showing just how tough it has become for these youth who choose to enter the world of work without going on to some form of postsecondary education.

I would ask that Tables 1 to 3 of our report be made part of my testimony at this point.

Mr. MARTINEZ. Without objection, it is so ordered.

Mr. HALPERIN. Next, the commission addressed the question, "What can be done to help more of these non-college youth to be successful, successful as workers, as parents, as community members?" We found that society invests or subsidizes over $9,000 per year for every student going to college, well over $36,000 for a four-year education. Our commission supports these investments. Indeed, we will recommend policies to make postsecondary education opportunities far more universally available than they are today. But the present reality is that, for non-college youth, no spirit of public pride, or private philanthropy, or national priority spurs an equal investment in their future. For the most part, these young people are left to make it on their own.

For about five percent of the eligible low-income and unemployed youth there are places in the Job Training Partnership Act, only five percent. Ninety-five percent of the eligibles do not find that lucky place. A few thousand fortunate others find opportunities to learn and grow in the Job Corps, or sometimes in apprenticeship programs. Some States also use their own funds in training programs. But these programs, all in all, serve only a tiny fraction of the youth who do not choose the college route, but who somehow need additional skills in order to find suitable employment in the labor market.

In general, when a youth reaches 18 and doesn't choose to go on to college, public interest and, especially, public support virtually vanish.

And that's when our commission rediscovered, so to speak, youth conservation and service corps, as well as the related movements of community service and service learning. The commission examined research about how people learn and grow, and we concluded that the lock-step, factory model of exclusively classroom instruction doesn't work for everyone. Even our brightest students fail to achieve their full potential when learning is confined solely to books and to lectures. Most of the school reform reports assume that the schools have failed to teach enough academic subjects, and that the students have failed to absorb enough academic material. And so their recommended solution is more of the same: more time in school, longer school days, a longer school year, more academic courses, more standardization of those courses, more rigorous testing.

But the commission believes and has serious reservations about such a policy when it is applied to our youth who, after all, just like adults, learn in many different ways and who, in many cases, are already overly- cloistered in school. More classroom work, more uniformly taught, and more bureaucratically controlled may not be the best solution for all students. It is most definitely not the best

solution for many. Society should support and nurture all those devices—including youth conservation and service corps—that help young people to learn and to be successful in life.

We appreciate the critical role of higher education institutions in educating much of our country's brainpower. At the same time, we recognize other truths, namely, that:

Many vital occupations needed in this country don't require college training.

Secondly, that many skills can adequately, and even more appropriately, be developed through the various forms of education and training that don't occur in formal educational settings called schools. Apprenticeship, service learning, cooperative education, internships, youth-operated enterprises, work-study, on-the-job training, mentorship, and, of course, youth corps and conservation corps, they are just a few of the experience-based ways that some, indeed many, of our young people can learn and that many of the educators of this country can accommodate to the wide variety of individual learning styles.

Thirdly, experience may or may not be the best teacher, but it certainly deserves far more recognition and encouragement in the various ways we provide for our youth to be successful in life. Instead of placing so large a premium on the possession of a college degree, we ought to pay more attention to a person's skills, regardless of where and how those skills are attained.

Our commission visited two youth corps. We studied quite a number of others. And we're convinced that youth in conservation corps offer some of the most exciting opportunities available anywhere in America for learning and for personal development. The work that young people do in these corps is vital to their communities and to a more livable America. But our primary focus in the commission is on how these Youth Corps empower young people to help themselves, by providing opportunities for personal growth.

And I summarize at the bottom of my testimony, on pages 4 and 5, what developmental psychologists, youth specialists, and others have said young people need in order to be successful. All of these things we believe come from the kinds of opportunities that young people will find and do find in Youth Corps around the country.

The last point is that, in a youth corps, in a conservation corps, young people have a chance to make a significant contribution to others and to society at large. This is important, because we believe that youths don't have deficits that need to be corrected so much as that youth are resources themselves that can be used to help their communities and, in the process, to help young people gain self-esteem and hope for their own futures.

These are the reasons, Mr. Chairman, that I urge you and your colleagues not to think of youth and conservation corps and community service primarily as programs for the disadvantaged, for the down and out, and for the losers. These opportunities must not become dumping grounds for the youth that our society doesn't know how to handle. On the contrary, they should be viewed as alternative and supplementary learning devices for young people to develop as fully functioning human beings, as competent wage earners, as future parents, as active contributors to their communities. Indeed, I believe that in terms of ability to work effectively

with others for civic betterment, I personally think that many of tomorrow's community leaders are likely to emerge from the programs you are considering today. Senator Randolph gave you a vivid example of a young person who became a community leader by virtue of the experience that he had in the CCC. The skills and the values that youth learn in conservation and service corps are not only in short supply, but they are highly transferable to the work place and to the community at large.

In that sense, the legislation you are considering is a sterling investment not only in young people but, more particularly, in America's continuing prosperity and greatness.

Thank you, Mr. Chairman.

Mr. MARTINEZ. Thank you, Mr. Halperin. Your prepared statement will be inserted at this point in the record.

[The prepared statement of Samuel Halperin follows:]

Statement of

SAMUEL HALPERIN, Study Director

YOUTH AND AMERICA'S FUTURE: THE WILLIAM T. GRANT FOUNDATION COMMISSION ON WORK, FAMILY AND CITIZENSHIP

before the

Subcommittee on Employment Opportunities
Committee on Education and Labor
US House of Representatives

concerning H.R. 18
The American Conservation Corps Act

May 24, 1988

Youth and America's Future is a 19-member commission of distinguished Americans -- scholars, business and community leaders, government officials -- past and present. We were appointed by the William T. Grant Foundation to evaluate current knowledge about American youth, not to engage in additional research. Our charge was to summarize for policymakers and practitioners what is known and, especially, what works, for whom, and under what circumstances.

We focussed our attention on the approximately 20 million 16-24 year-olds who don't try their hand at college sometime in life. We soon became convinced that, in many significant ways, these young Americans are the Forgotten Half; so we titled our January 1988 interim report **The Forgotten Half: Non-College Youth in America**. These youth in the Forgotten Half are mostly white. They are not all poor. And far from being a "troubled and irresponsible generation on the skids," as is often depicted in the media, the facts are quite different. These non-college youth *are* making it for the most part -- by working in one or more jobs, by living at home with their parents, by delaying marriage and family, and by searching for extra training that can advance their careers. These are

anything but "laid back," carefree, even anti-social youth, without a thought for tomorrow.

Nevertheless, the Commission found that a very large proportion of this Forgotten Half is finding it harder than ever to swim against an economic tide that is flowing against them. They are seeking jobs they cannot find. Their work, often on a part-time basis, earns too little to support themselves or a family. They are floundering in their efforts to find a place for themselves. And some are losing hope that they have much of a future.

Our report contains a substantial amount of economic data showing just how tough it has become for these youth who choose to enter the world of work without going on to postsecondary education. (I would ask that Tables 1-3 which appear on pages 21-23 of our Report be made part of my testimony at this point.)

Next the Commission addressed the question, "What can be done to help more of our non-college youth be successful -- as workers, as parents, as community members? We found that society invests or subsidizes over $9,000 per year for each college student, well over $36,000 for four years of college education. The Commission *supports* such investments and, indeed, recommends policies to make postsecondary education opportunities far more universally available than they are today. However, the present reality is that, for non-college youth, no spirit of public pride, private philanthropy, or national priority spurs an equal investment in *their* future. For the most part, these young people are left to make it on their own.

For perhaps five percent of the eligible low-income and unemployed youth there are places in Job Training Partnership Act programs. A few thousand fortunate others find opportunities to learn and grow in the Job Corps or in apprenticeship programs. Some states also maintain their own training programs

serving a small fraction of the youth who do not choose the college route and who cannot find suitable employment in the labor market. But, in general, when a youth reaches age 18 and does not pursue college education, public interest and, especially, public support virtually vanish.

This is when our Commission "rediscovered," so to speak, youth conservation and service corps, as well as the related movements of community service and service learning. Examining research about how people learn and grow, the Commission concluded that the lock-step, factory model of exclusively classroom instruction does not work for everyone. Even our brightest students fail to achieve their full potential when learning is confined solely to books and school lectures. Most of the school reform reports assume that the schools have failed only to teach *enough* academic subjects, and that students have failed to absorb *enough* academic material. Their recommended solution is more of the same: more time in school by creating longer school days or a longer school year, more academic courses required for graduation, more standardization of those courses, and more rigorous testing. The Commission has serious reservations about such a blanket policy when applied to our youth who learn in many different ways and who, in many cases, are already overly-cloistered in school. More classwork, more uniformly taught, and more bureaucratically controlled may not be the best solution for all students. It is most definitely not the best solution for many. Rather, society should support and nurture all those devices -- including youth conservation and service corps -- that help young people to learn and to be successful in life.

We appreciate the critical role of higher education institutions in educating much of our country's brainpower. At the same time, we need to recognize other truths, namely, that:

1. Many vital occupations do not require college training;
2. Many skills can adequately (and even more appropriately) be developed through the various forms of education and training that don't occur solely in the formal settings called schools. Apprenticeship, service learning, cooperative education, internship, youth-operated enterprises, work-study, on-the-job training, mentorship are just a few of these experience-based approaches to learning that accommodate to the wide variety of individual learning styles.
3. Experience may or may not be the *best* teacher; it certainly deserves far more recognition and encouragement in the various ways we provide for our youth to be successful in life. Instead of placing so large and exclusive a premium on possession of a college degree, we ought to pay more attention to a person's skills, regardless of where and how they are attained.

Our Commission visited two youth corps and studied quite a number of others. We are convinced that *they offer some of the most exciting opportunities available anywhere in America for learning and personal development.* The work young people do in these corps is vital to their communities and to a more livable America. But our primary focus is on how these Corps *enable and empower young people to help themselves,* by providing, for example, opportunities[1] to:

- o Enlarge their horizons by sharing experiences with persons differing in social class, race, culture, and age.
- o Have real adventure, explore, and take appropriate risks -- both

[1] Researchers and practitioners alike agree on the kinds of opportunities that all adolescents need for maximum development. See Dan Conrad and Diane Hedin. A Guidebook on Volunteer Service and Youth. Washington, DC: Independent Sector, 1987, from which this partial list is excerpted.

physical and interpersonal.

- o Gain experience in decision making and in leadership.
- o Interact with peers and acquire a sense of belonging (to make friends and to be a friend).
- o Develop a feeling of accountability in the context of a relationship among equals.
- o Make a significant contribution to others and to society at large.

This last point is important to the Commission because the premise of youth corps is not that youth have deficits that have to be corrected, but that youth are resources that can be used to help their communities and in the process, to gain self-esteem and hope for their own futures.

These are the reasons, Mr. Chairman, that I urge you and your colleagues not to think of youth and conservation corps and community service primarily as programs for the disadvantaged, for the down and out, for the losers. These opportunities must not become dumping grounds for the young people our society does not know how to handle. On the contrary, they should be viewed as alternative and supplementary learning devices for youth to develop as fully functioning human beings -- as competent wage earners, as future parents, as active contributors to their communities. Indeed, in terms of ability to work effectively with others for civic betterment, I personally believe that a very significant percentage of tomorrow's community leaders are likely to emerge from the programs you are considering today. The skills and values youth learn in conservation and service corps are not only in short supply, but highly transferable to the workplace and to the community at large.

In that sense, H.R. 18 is a sterling investment not only in young people but, more particularly, in America's continuing prosperity and greatness.

Mr. MARTINEZ. Mr. Blyth.

STATEMENT OF JON BLYTH, PROGRAM OFFICER, CHARLES STEWART MOTT FOUNDATION

Mr. BLYTH. Thank you, Mr. Chairman.

It is a privilege to be here this morning. I work for the Charles Stewart Mott Foundation. We are a grant-making organization in Flint, Michigan, with program interests that are primarily national in scope.

In recent years we have become concerned over the plight of many of our Nation's young people who encounter setbacks in their lives and face the risk of chronic unemployment. Along with several other national foundations, we supported community service and conservation corps initiatives around the country as one important response to the needs of such youths.

We rely in our work on a lot of shoe leather, so we get around, and I've visited a number of youth corps programs around the country, mostly State and local programs, and I couldn't help but be inspired by the words of Senator Randolph this morning because, as I was thinking, of all the grant programs that we fund in the foundation, we cover several fields, the most inspiring work that I do, and the most energizing experience I have had has been visiting and getting to know these individuals in some of the Youth Corps programs, in East Bay, in Oakland, New York, Michigan, and seen the impact on the lives of young folks that might not have any other place to turn for productive activity. And I just want to share that. The bottom line is that's my real motivation for being here this morning with you, even though I'm an economist and an engineer, and we look at things like, you know, sophisticated cost-benefit analyses and all that sort of stuff.

Okay. Well, four reasons, and four related reasons that I support strongly the proposed "Youth Service Corps" legislation that your subcommittee is deliberating on. First, the needs for youth service programs are just very compelling today. On the one hand, we're faced with somewhere around four million 16- to 24-year-olds in our country that are either reported to be unemployed or have opted even out of the labor force, but we know are idle. And probably, best guess is maybe a million of these young people are at risk of chronic dependency, and there aren't many avenues of productive activity open.

On the other hand, as Peter Szanton and his colleague, Richard Danzig, have told us and other studies have told us, we've three or four million or so slots open out there for conservation and community service work, and it only makes sense that we take a look at the match-up.

The second reason that it is important we pursue this kind of legislation is that, in my judgment anyway, youth service programs work. We know this. Dating back to the CCC days of the 1930's up to the current evidence that we have today from the 50 or some-odd programs that are sort of glimmering around the country, we know they work. We know from testimony you have received from people like Michael Bailin of Public/Private Ventures last year. From the Congressional Research Service, which I believe took a

look at the Young Adult Conservation Corps. And in more recent studies in Michigan, my home State, the Michigan Civilian Conservation Corps, which serves around 500 kids, some people. They did a fairly good study. There's a lot of debatable assumptions. But they projected over six years that the State of Michigan would be spending about $32 million and be saving or getting in return about $95 million in benefits.

Well, apart from these formal cost-benefit analyses, and we've heard some excellent examples this morning, there is outcomes which you really can't measure, but can be profound and far-reaching.

Just a couple anecdotes from my State. In 1986, I believe it was, in Southeast, there was a severe drought, and farmers needed hay. And the corps in Michigan packaged and sent down over a thousand tons of hay to keep a lot of farms alive. How do you ever value that?

Or in Flint, my home town, the last couple summers, young people were going out in the Michigan Youth Corps and installed smoke detectors and conducted fire prevention audits. And how do you measure that?

And even more important, in terms of value, individual lives, as Congressman Roybal so eloquently attested to, how do you value a life that might be in despair and leading to crime and dependency, that gets turned around? And not just that life, but then that person may be a role model for a lot of others. And you just have to take those things into account.

All right. Moving on. That's four reasons. We're up to number 3. And, for me, perhaps the most important reason. Youth service programs make an important statement about the role of young people in our society. And I think this is a fundamental reason that we all have to for programs like youth service corps.

In our society today we all too often relate to young people as consumers. It's the Madison Avenue conditioning, you know, that consumers of our product, they need our services, they need our assistance, they need our money, our laws, et cetera. When, in fact, however, young folks have great potential as producers and as individuals who, with some help, can really take charge of their lives. And there are examples of this around the country. We need a lot more. And youth corps offer such an opportunity.

In East Harlem, our foundation has been funding for some years a program called Youth Action Program, which has community service as part of it. You folks may have seen it or visited it. But young people actually not only do a lot of community service work, but they participate in the management. They are challenged, they are treated as important and special. I am convinced that the visions, the vigor, and the integrity of our youth, if we can treat our youth as such, are one of our Nation's greatest treasures. And I am sure your subcommittee has had testimony from some such youth and that can sometimes be your most valuable testimony.

Finally, the fourth reason for supporting the legislation is that Federal support for youth service programs is really important and timely.

There are over 50 corps in States and localities, and in Michigan we have the Michigan Youth Corps in the summer and the Michi-

gan Civilian Conservation Corps the year around. There are many States and localities that don't have any corps. Further, there are some of us in foundations and a few of us in corporations that are struggling and, if given the Federal matching funds, I think many of us would increase our commitment. I think you would find more foundations and corporations, you'd find State money and local monies becoming available. So you would have great leverage in effect.

There are other benefits from Federal involvement. Your set-asides for educational benefits will really increase program quality in the human resource development needs. I think national youth service debate is gonna continually get heated up over the next decade or two, and Federal presence in youth service is important just to add to the knowledge base for informed debate.

Finally, in completing this testimony, just a few observations on implementation issues, then we can get more into the questions later.

Make sure, should, as many of us hope, this legislation passes, that youth corps that result have high visibility, that they attract kids who want to feel chosen and special, that they don't get buried in bureaucracy. Very important.

Peace Corps is a good example. Mr. Chairman, in your State, of course, I think the California Conservation Corps has been successful in having a lot of bipartisan support because it's got a lot of political visibility. And it helps with kids.

Second, and this is a debatable issue, but I would not consider youth service corps equated to an employment and training program, per se. Human resource development education, yes, but don't place too many expectations, you know, on the programs. Remember the service ethic and the human resource development, and useful work of real value.

Third comment is, never neglect what we know works for a successful youth corps, and I except thing with the CCC in the 1930's is true today. You've got to have capable leadership in corps direction and in front-line crew operations. You've got to have work scheduling that avoids, at all costs, downtime and makework. You know, you've got to have high expectations and standards in discipline. And you've got to have continuous feedback on work performance.

Fourth, local matching funds, a great idea. Stick to it. It's a strong positive feature in the legislation.

Let's see here. Oh, labor union resources. Here again, I heard a week or so ago, this labor issue was brought up here at a hearing. We have worked in quite a few of these situations in local regional scenes, and I've only seen labor as an ally, never as an adversary. Projects are enhanced by enlisting the support of labor union resources. And there are several good examples of community service work where individuals from labor union backgrounds are mentors, either in volunteer or professional capacity. And I am unaware of displacement ever being an issue, given the number of slots that are available. And I would always think of approaching labor as an ally early on.

And finally, being with a foundation, I've got to say this, because we are always big on evaluation or monitoring them. Often it is

overjoyedness. But it is good to see evaluation and monitoring in the act, and also money for discretionary demonstrations to put creativity to it.

I hope I didn't go on too long. Thanks a lot for the opportunity to be here. It's a real privilege, sir.

Mr. MARTINEZ. Very good, Mr. Blyth. Your prepared statement will be inserted at this point in the record.

[The prepared statement of Jon R. Blyth follows:]

Testimony by Jon R. Blyth
Program Officer, Charles Stewart Mott Foundation
before the
House Committee on Education and Labor
Subcommittee on Employment Opportunities
****
Hearing on Martinez-Panetta Amendment to H.R. 18
"Youth Service Corps Act of 1988"
May 24, 1988

I am Jon Blyth, Program Officer for the Charles Stewart Mott Foundation. The Mott Foundation is a private, non-operating foundation established in 1926 in Flint, Michigan, by Charles Stewart Mott, a General Motors pioneer with a strong philanthropic commitment. We are a grant-making organization, with a long-term interest in strengthening the well-being and self-reliance of communities, and in enabling disadvantaged individuals to gain access to an improved quality of life. Our program interests are primarily national in scope. Our 1988 grant-making budget is about $30 million.

During the 1960s, we have become increasingly concerned over the plight of a large number of our nation's youth, disproportionately poor and minority, who encounter setbacks in their lives and face the risk of chronic unemployment. Our concern arises first from the personal despair faced by such young persons, and second, from the alarming national consequences of a growing percentage of youth entering adulthood without the skills and values required for a productive economy and a secure society. Our concerns and program responses are detailed in a recent publication, "Youth in Crisis: Living on the Jagged Edge," which has been made available to the Subcommittee staff.

Along with several other national foundations and other private donors, we have supported community service and conservation corps initiatives as one important response to the needs of at-risk youth. We have committed over $1 million in the past several years to youth service programming, with three objectives: first, advocating youth service programming; second, improving the quality of youth-service programs; and third, expanding the knowledge base. Examples of grants include support for an evaluation of the California Conservation Corps, support for the start-up of the National Association of Service and Conservation Corps, and support for several worthy urban corps demonstrations, including a model basic skills learning center as part of the East Bay Conservation Corps in Oakland, California. We rely upon considerable shoe leather in our work. We have visited a number of youth corps programs, and have talked with corp members, corps directors, and front-line supervisors, as well as recipients of corps project work.

I strongly support the proposed "Youth Service Corps" legislation for four reasons. First, the needs for youth service programs are compelling. Second, youth service programs, when carefully planned and implemented, work. Third, youth service programs make a critically needed statement about the importance of young people in our society. Fourth, federal support for youth service programs would be timely and important.

Let me say a little about each point, and then conclude with a few observations on the content and implementation of the proposed Act, based on our program experiences.

First, the needs for youth service programs are compelling.

An estimated four million 16-to-24 year olds are either reported as unemployed or believed to be idle and not counted in the labor force. Probably one million or more are seriously at risk of chronic long-term unemployment. For these young persons, few avenues of productive activity are open. On the demand side of the issue, conservation and community service needs are almost unlimited. As previous testimony to this Subcommittee has indicated, the Richard Danzig and Peter Szanton study estimated opportunities exist for 2.5 million youth service slots nationally. Other estimates are even higher.

Second, youth service programs work.

All reports that I have seen, dating from the Civilian Conservation Corps projects of the 1930s to the most recent state and local youth corps initiatives, suggest benefits outweigh costs. Quantitative analyses involve many debatable assumptions, but even the most conservative approaches suggest that the returns to society equal or exceed program costs. The Congressional Research Service reported in 1985 that, for the federally-funded Youth Conservation Corps and Young Adult Conservation Corps, "on the whole, between 1979 and 1982, the program costs were less than the appraised value of the work accomplished." Moreover, their analysis did not consider economic and social benefits for corps members.

You have heard testimony last year by Michael Bailin on program benefits based on an evaluation by Public/Private Ventures of several youth corps programs (including the California Conservation Corps). In another, less well-documented evaluation, the Michigan Civilian Conservation Corps estimates that cumulative benefits to the State exceed costs for its 500-participant program by about three to one (or $95 million in benefits relative to $32 million in appropriations) over a six-year period.

Apart from formal cost-benefit analysis, youth service programs warrant support for less quantifiable outcomes, some with profound and long-term consequences. How can we place a value on the impact of Michigan Civilian Conservation Corps efforts to move over 1,000 tons of hay from Michigan in 1986 to Southern farmers experiencing a drought crisis? How do we gauge the impact on the lives of hundreds of poor Flint residents who had smoke detectors installed and fire prevention audits performed by the Michigan Youth Corps? How do we measure the enrichment for so many realized through the work of New York's City Volunteer Corps in compiling oral histories with that city's elderly citizens? Or the long-term impact on the life of a youth corps participant who is routed away from crime and dependency and then serves as a role model for countless others?

As a final point on benefits, in our recent experience with benefit-cost analysis of youth corps programs, it has become clear that those youth most at risk obtain the greater program benefits. Public/Private Ventures documented this finding in their evaluation of the California Conservation Corps.

This finding, which is reinforced by the conclusions from the comprehensive Job Corps evaluation completed by Mathematica in the late 1970s, supports the proposed program's targeting on economically and educationally disadvantaged youth.

Third, youth service programs make a critically needed statement about the importance of young people in our society.

We too often relate to youth as "consumers" in need of our services, our assistance, and our products. Many of our educational, training, and employment institutions and policies are mired in this thinking, not surprising given the Madison Avenue conditioning that we all experience. In fact, however, young persons have great potential as producers, as individuals who, with some help, can take charge of their lives and contribute significantly to the welfare of their communities.

Youth corps offer such an opportunity. One outstanding example is Youth Action Program in East Harlem, which involves youth in community service projects and in the management of their own programs. It is commendable that Title V of the proposed Act, creating a Commission on National Service Opportunities, mandates the inclusion of at least five young persons as Commission members. Finally, on this point, I would venture that some of the most meaningful testimony to this Subcommittee is that from the young corps members. I am convinced that the visions, vigor, and integrity of our youth are one of our nation's greatest treasures.

Fourth, federal support for youth service programs would be important and timely.

Over 50 youth corps programs have sprung up in states, regions, and cities during the 1980s. In Michigan, we have a year-round Michigan Civilian Conservation Corps with 500 participants and a summer Michigan Youth Corps initiative with over 20,000 participants. However, many states and localities do not have corps and are likely to be encouraged to establish youth service initiatives given federal matching funds. Private funding sources, including foundations and corporations, would likely commit new support for local youth corps initiatives given federal matching funds.

There are other benefits from federal involvement. The infrastructure now in place -- such as the National Association of Service and Conservation corps, Youth Service America, the evaluation expertise of Public/Private Ventures -- will assist in leveraging federal resources effectively. The quality of many youth corps programs will increase as a result of the commendable setasides in the Title III provisions of the Act for education benefits which build, incidentally, on lessons we've learned both in employment and training and youth corps programming. And, finally, in my opinion, the federal presence in this movement is important for the ongoing national youth service debate -- an issue that could become elevated as a national priority in the next decade.

In completing this testimony, I have a few observations on the content of the proposed Act and on implementation issues, based upon our program experiences.

1. The placement of the proposed service initiatives within the responsible departments should be done in such a way to assure high program visibility. I believe such visibility contributes to the continuing success of and broad support for the California Conservation Corps in that state.

2. The value of the legislation is in promoting personal development, useful work of real value, and a service ethic. The educational setasides are important, especially for advancing basic skills for youth with educational deficits. Beyond the educational benefits, and some cooperative local programming with Job Training Partnership resources, however, I would be cautious about molding the program as an employment and training initiative. I think there is a danger in placing too many expectations on a solid and proven program design which can effectively reach and impact at-risk youth.

3. Implementation decisions should reflect and build upon what we know is important for a successful youth corps -- namely: capable leadership in corps direction and in front-line crew operations; work scheduling to avoid, at all costs, downtime and makework; high expectations and standards in support of the need for young persons to feel chosen and special, and continuous feedback on work performance.

4. The use of local matching funds is commendable and would assure the involvement, leadership, and follow through of local resources in program design and operations.

5. In implementing the Act, local projects could often be enhanced by enlisting the support of labor union resources. I am aware of several examples of community service work benefiting significantly from the professional or volunteer involvement of skilled mentors with union affiliations. I am unaware of displacement ever being an issue in youth corps programs, and see labor in the role of an ally, not an adversary.

6. Finally, the importance of discretionary demonstration projects and of monitoring and evaluation should be stressed. Beyond the issue of assuring creativity and accountability, we all need to recognize the importance of advancing the knowledge base.

Thank you for the opportunity to submit this testimony.

JRB:dt/be

Mr. MARTINEZ. Mr. Szanton.

STATEMENT OF PETER SZANTON, PRESIDENT, SZANTON & ASSOCIATES

Mr. SZANTON. Mr. Chairman, thank you. It is, of course, a privilege for me to appear on this distinguished panel to talk about an issue this important.

I would like to begin by commending the sponsors of the bill, because, in my view, service programs, if they are well designed, represent an enormous potential value to the country. They have, in fact, kind of a triple value. They have a value for those who serve, because those who serve can be helped to break away from dead-end environments, given a way out, and, indeed, a way up, as Congressman Roybal so tellingly described. They can provide the discipline that comes from hard work, especially hard work done in teams. They can provide, as Mr. Halperin emphasized, a learning based on experience, which is very powerful learning, indeed. And the pride that comes from accomplishment.

They have value, as well, for the organizations that enrollees can assist. They not only provide additional manpower, but additional initiative, youth, energy, the questioning of routines they can revive and stimulate those organizations. And they have a value for the country. They can get, at least potentially, an enormous amount of useful work done. They can help meet currently unmet needs. And maybe more important, they can provide some substantial fraction of the youth of the country with a sense of citizenship earned, not simply conferred.

A sense of citizenship earned is, paradoxically, now available only to veterans in the Armed Forces and immigrants. But it is an enormously powerful and useful device for giving people the feeling that they have a stake in the country.

For all those reasons, it seems to me to be enormously important for the Congress to continue to wrestle with this question of national service which has vexed us for at least 75 years now.

Let me turn, however, to focus on the particular bill, and let me outline for you the criteria which, in my own view, would be met by an ideal bill, and compare what this bill does to those criteria.

First of all, it seems to me any national service scheme, youth service scheme, should be voluntary. It cannot draft unwilling youth into service. This bill meets that criterion.

Secondly, it ought to couple Federal standards with local contributions and local control. The bill meets that standard.

Thirdly, it ought to encourage the use of volunteers by diversity of sponsoring organizations, and put them to a wide variety of kinds of work, ranging from the environment to day care, to assistance to old people in their homes, and the like. And this bill does that.

Then, ought to provide for strong supervision. That point can hardly be overemphasized. The variability between a good service program and a poor one is enormous. It is not worthwhile setting up poor or routine or for-show service programs. It is enormously worthwhile to set up high morale, high discipline, high effectiveness programs. And the main difference—there are lots of reasons

for differences between those two—but the main difference is the quality of leadership and supervision. This bill does look to strong supervision in training. One might add some language to it, ideally, but it clearly has that criterion in mind.

One wants service that produces genuine work products, not makework, not symbolic work, but real accomplishment of which the youth can be proud. This bill does tend to do that.

The bill should encourage learning, both in the program and after the program. The bill very carefully does that.

The bill should go out of its way to avoid the displacement of current workers. And though implementation will turn out to be the key as to whether displacement does or does not occur, this bill does take care to try to avoid displacement.

An ideal bill, in my view, should ask for service, that is to say, it should seek some sacrifice on the part of the youth to serve. As a result of the fact that we are not an ideal service program, though it will give much to youth, should not appear to be designed to serve them. It should appear to be and to be in fact an opportunity for them to serve. It is through that service that the greatest value of the program will be realized. And this bill does that. It does that, in part, by permitting a lower than minimum wage to be paid immediately, though the net benefits, all in all, would reach at least a minimum wage and, in most cases, more.

An ideal bill should build in evaluation, as this bill does.

An ideal bill should be affordable. No good service program, well designed, well supervised, well evaluated, will be cheap. But this bill does look, I think, to as economical a form of service as is feasible to design, and it would certainly be cost-effective.

Is it an ideal bill? It seems to me not quite. I am not clear, to take a minor point, whether a commission is really required. If the research and evaluation part of the bill produces the kind of effort it should, it seems to me a commission is not likely to be terribly useful. If, indeed, a commission were to be useful, it probably ought to be given a much longer time frame to work than a year and a half.

The major reservation is one that will echo comments of two of your other panel members, namely, that an ideal bill, in my view, would not be weighted excessively toward job creation and job training. An ideal bill would have something in it for all ages and all socio-economic statuses. It would attempt to mix ages and types of youth. It would permit and encourage service programs in high schools. It would encourage service programs for retired people, and for middle- class kids. That's a very hard mix to achieve, and it is a council of perfection to insist on it. But it is worth keeping in mind that service is a broader notion than job creation.

All in all, then, my conclusion is that this is a bill that deserves two and a half cheers. It is a good start in a good cause, and eventually, in some form, we will get a comprehensive national service and this bill and its sponsors would have played an important part in advancing that cause.

Thank you, Mr. Chairman.

Mr. MARTINEZ. Mr. Daughdrill.

Now, let me explain before you start why some of the members will be leaving. The full Education and Labor Committee is having

a mark-up and they are starting a roll call, so some of the members are going to be leaving and going to the roll call.

You will continue your testimony and finish your testimony, and then I just have a couple of questions and then we'll adjourn. Go ahead, Mr. Daughdrill.

Excuse me just one minute. It seems like I've got to run downstairs and make a statement.

Would you take over, Congressman Hayes? I'll make that statement and come back and then you can go on down there.

Mr. HAYES. Will you proceed, Mr. Daughdrill.

STATEMENT OF PAUL D. DAUGHDRILL, LEGISLATIVE DIRECTOR, NATIONAL ASSOCIATION OF CIVILIAN CONSERVATION CORPS ALUMNI

Mr. DAUGHDRILL. Mr. Chairman, it is a privilege and a pleasure and an honor to be here this morning, especially with our good friend, Senator Jennings Randolph, who we in our organization depend on. I called him yesterday, and our organization from St. Louis called him. We wanted him here, because he has the knowledge built up that he doesn't even have to read. He knows what happened, and he told us the truth this morning.

Also, the Congressman that was here, I admired every word he said, because he was telling the truth, because I have been there, Mr. Chairman, and I am a former CCC, and I enjoyed every minute of it.

Mr. HAYES. Me too.

Mr. DAUGHDRILL. Oh, you are, too?

Mr. HAYES. Yes.

Mr. DAUGHDRILL. Well, good. Bless your heart.

I have furnished the chairman and the committee my testimony, and I would like, if you will, to make it a part of this record of this hearing, if you will.

Mr. HAYES. Your prepared statement will be inserted immediately following your oral presentation.

Mr. DAUGHDRILL. I don't have to go to archives. I don't have to go to the history books. I've been there. And I appreciate every different group, organization that's been here, this is the third hearing, I believe, of this that you've had. As many people as we can get to testify for this bill, I'm for it 100 percent, because I know what the bill did back in the 1930's the Senator was talking about.

We had boys that was hungry. We had boys that didn't have an education. We had boys that didn't have clothes. And when we got to camp, I was fortunate enough to be some of the ones to have a high school diploma. I don't know how beneficial it was, whether I deserved it or not. But I did. But the rule was a CCer could not get his first check until he was taught how to sign his name. Some of them couldn't do that. We had educators in the camps. We had doctors. We had chaplains. As it was brought out, we was under the army. We had discipline. We wore uniforms when we was on the camp, but we wore work clothes when we was out on the job.

We had many projects. It would take all day to mention the different projects that we had in this CCCs, as you know. It made men

out of boys. Many of the boys that was in the CCCs then was trained to a craft, went on and retired in life from that same trade.

Don't tell me. It worked then; it will work today. Naturally, we can't put the same law in effect in 1988 that we had in 1933. We're living in a changing world. We've got to make the law fit the times. But the time is ripe. It's overdue.

I have listed many things in my testimony that the youth of today is going to be sitting where you're sitting and the other Congressmen are sitting, and the Senators and the Presidents and the mayors, and you name them. They're gonna be in charge of our country.

Mr. HAYES. That's right.

Mr. DAUGHDRILL. Now is the time to pay them some attention. Quit ignoring them.

And for the critics that the chairman was mentioning a few minutes ago, the good and the benefits will outweigh anything they have to say that it won't work. It worked back then; it'll work today. And I am for it 100 percent, because I know what it did for me.

I travel over my area. I never did have to leave my home State of Mississippi. Many of our boys traveled all over the United States. We had regular CCC trains, sometimes 20 or 25 cars would take a trainload of CCCs and transfer them wherever they needed, from Arkansas, Mississippi, Louisiana, and take them to Colorado, California. We've got pictures of those trains.

They got an education in many ways by just being in the CCCs. We planted billions of pine trees. We didn't have power lines then. We didn't have telephone lines all over the country. We built—you have in my backup how many millions, billions of pine trees were set out, miles of telephone lines, power lines, dams, lakes, parks, National Parks, State parks.

And we have furnished each one of the—our national headquarters have, each one of you with a calendar for the last three years, and that calendar shows, each year that we put out a calendar, it shows some site in the United States on that calendar. We sell them, and they are beautiful calendars. But it shows—now, the Senator mentioned about the first inductee at—pronounce it, Senator, Luray, Virginia?

Mr. RANDOLPH. L-U-R-A-Y, Luray, Virginia.

Mr. DAUGHDRILL. That's right. We got the Postmaster General to issue a CCC stamp in 1983, and that was where the stamp was issued from. And we went up on the Shenandoah National Park, where there's about three, on the mountain, three or four camps up there, and where the Postmaster General issued the stamp to our group.

We are losing our timber over our country today. I'll furnish you a lot of data. All over our United States we have disease in our timber, fires is destroying our timber, and the CCCs fought fire.

But let's forget them. We know that was a success. Today we have got to do something for our youth, because it's been brought out, in California—let me back up. Ten years ago, we decided that we loved the CCCs so well that we organized an alumni, like you belong to some university where you finish, you're alumni. That was organized in California ten years ago. Now we have a national

convention every two years, and the staff person—she's not listening to me.

I'm so proud that the Congressman come in from Wisconsin. I mentioned something about Wisconsin in my statement. We had, eight years ago we had a convention in Round Tree, Wisconsin, I think I've got it right, and I enjoyed it. That's a beautiful country.

But I was up here on the Hill in November of last year working on these bills, and I read in the paper that the Governor of Wisconsin was in trouble with his State, there were so many people dropouts in Wisconsin it was bankrupting the welfare. At the same time I met with Governor Bill Clinton from Arkansas, who was Chairman of the Governors' Conference at that time was meeting here in Washington. And I gave him some material. I says, "I understand that President Reagan and many other people in Congress is trying to do something about our welfare." He said it's not just in Wisconsin, it's all over the United States. And that's what we're trying to do, pass these bills and get these people off of welfare, give them some money, give them some training, and it will turn our youth around.

And I feel so convinced about every bit of this until I could talk all day about it, but I want you to know what was it? Did I ask you? What was it, I didn't get? Someone testified here previously about labor against this bill, or something?

Mr. BLYTH. No. It's an issue that has come up, though.

Mr. RANDOLPH. May I add, Mr. Chairman?

Mr. HAYES. Go right ahead.

Mr. RANDOLPH. We had the opposition of the American Federation of Labor.

Mr. DAUGHDRILL. Yes, sir. I've got that right there, Senator, right here.

Mr. RANDOLPH. Mr. Green was against the legislation. That was the situation at that time.

I want to interpose just a moment to say that we have established in Jefferson Barracks, on Federal property, a historic center and museum. You know about that.

Mr. DAUGHDRILL. Oh, yes, sir. I have that in my file, and I'll tell you something else about this, Senator. We had—we reenacted the signing of the bill, we are 55 years old today, I mean March the 31st, and the Senator went down there and the pictures of what he's talking about, our headquarters, you have it in your files, it's back here, and also he was there for the reenacting of the signing of the bill when President Roosevelt signed the bill.

But what I was bringing out, we had a few people that was skeptical of that bill, it was introduced and passed so fast. But did you know there wasn't a Republican or Democrat then, when this bill was—they were all, as the Senator said, they united, and you couldn't tell, they was all one accord. Where you've got unity, you've got progress. And that's what happened with this bill when it was passed. And that's what we would like to see today.

And further, I'd like to go, we had our next convention in Little Rock, Arkansas, that I got to attend. We've had five. I've only attended three. Last year, in August, I was in California again, and we had a convention at California State Polytechnic University, San Luis Obispo. All right. That is Congressman Panetta's home

district. He has already testified here. He was invited to speak before our convention, and I have furnished you with his speech.

He woke us up. He is for this bill and he has been a part of introducing it, merging the bills, and he was the one that introduced 460.

So I would like for anyone to read what he said in his speech over there. And it has been mentioned, and I'll bring out, how many—now, we have a letter here from my president to the committee, of our organization over at St. Louis, and here is what he said, "This CCC program at this university is the best one in the United States."

That was where we had our convention. And it works, and it's productive. They're fighting fires. It's boys and girls. That's what they intend for this. Right now, we, according to our record, we have California, Illinois, Michigan, and well, some others. There are approximately 20 States that now have a similar type program in existence. Some of those States are Alaska, California, Connecticut, Illinois, Iowa, Michigan, Minnesota, New Jersey, Ohio, Pennsylvania, Texas, Wisconsin, and Washington. And many other States have local and regional programs.

But if that's working over in California, this bill will work, because we had eye witness, they toured us, let us see and let them perform for us. And that's the reason the Congressman in his home district was so pleased with it he—I would like furthermore to call your attention—this is what the Senator was talking about. You have been furnished with this. We have a journal that we put out once a month, and it's headquarters, and this is the picture of reenacting the 55 years, and we have thousands of members that belongs to our—several thousand, and it's joined—every time we get a journal we get several pages of new members joining.

They want to keep the CCC's going.

I would like to call attention to anybody that didn't see this, this ought to sell anybody on this program right here. You've been furnished with it. It just came out in our local State paper last week, the 15th, this past Sunday, whatever day that was. This doesn't—this is in Mississippi. If you will read it, this is—as I said while you was gone, I was over in California and the CCC's that we referred to over there, that's where we had our last convention, Mr. Chairman.

It's working. If it's working in California, it will work in the United States.

I was in San Francisco four years ago. I'm a retired railroad transportation man. I flew over there for a convention, got ready to leave, I got on AMTRAK and rode all the way down the West Coast of California. It was a beautiful country. I was back over there in August for this convention.

Yes, you've got troubles in Los Angeles, you've got troubles in California. I was in Wisconsin. You've got troubles in Wisconsin. We've got troubles in Mississippi. We've got troubles in New Orleans, close to me. We've got them in Miami. We've got them in Atlanta, Chicago, Detroit, and New York. I have a brother in New York, and I go up there regular.

So all of this is not something that I've got out of a dictionary or out of the archives. It's firsthand. And if we ever needed a program

to save our youth, it's today. And I urge this committee to pass this bill out and send it on to the next committee, and let's expedite it like it was expedited in the 1930's.

Mr. Chairman, while you was gone I said this program that we've been referring to is the old CCC's. I was there. I know. It worked. We had training, we marched. In fact, we was under the army on the camp. And we had professional people in the forestry to train us and set out pine trees. We had professional people from soil erosion. We had special people that knew what they was doing building buildings all over the—those calendars that our headquarters furnished you today, they was unbelievable how they built those buildings back then. But we had people that knew what they was doing.

So if we put this in effect today, we'll have the same lasting effect. It's something, I'll agree, it should not be a short bill just for a short time, it should be lasting. And I want to emphasize, these youth is gonna be setting where you're setting, where I'm setting, where everyone else is setting that's running this country. And if we don't pay them some attention today, we're going to be sorry. So we've got some fine youth, don't get me wrong, but we've got some that alcohol, drugs, crime is drawing them away in morals. We need to turn them around.

And let me tell you again, on the CCC's you and I was in, they has never been a youth program since that day that was as good as that one, because everything we did—you can check the record—everything we did is still bringing in revenue 55 years later.

Mr. Chairman, it just—I'm so happy to have the chance to share my experience, what it did for me, what it did for many other boys that I knew, and it helped mothers. My father died before I went in, and there was four of us boys. I was able to help back home. And that's the thing we need to do, get these boys off the streets.

Now, it says here, this writer, he is a drug dealer. He was asked to write an article in our local paper, Opinion. He says, "How are we going to educate the children if they're still on the streets? We've got to get them somewhere where we can educate them. If we can't keep them in the schoolroom, this program will give them an opportunity to have that education, give them a trade, and when they decide to come out into the world, they'll be qualified to go and ask someone for a job and can make a decent living."

And I just cannot talk enough in favor of this bill, because I've eat and breathed it. I was there, and I know what it did. But this writer here was an executive of a TV station, one of them, and he was asked, and anybody—now, this just applies to Jackson? No. Mississippi. It applies all over the United States. And if we don't do something, we're gonna pay for it down the road.

And I urge this committee to expedite this and pass it on out of the committee and forget who we are, Republicans or Democrats, like we was here. We have an urgent need, a seriousness. If we don't take action soon, it's gonna be too late.

Thank you, Mr. Chairman.

[The prepared statement of Paul D. Daughdrill follows:]

Statement Before the Subcommittee
on Employment Opportunities
Honorable Matthew G. Martinez, Chairman

Paul D. Daughdrill
National Association
Civilian Conservation Corps Alumni
P. O. Box 993
McComb, Mississippi 39648
May 24, 1988

Mr. Chairman, I would like to thank you and the Members of the Subcommittee on Employment Opportunities for agreeing to hold this hearing on an amendment combining two separate youth service and conservation corps bills to create one unified program. The bills to which I refer are H. R. 18, the American Conservation Corps Act, sponsored by the Honorable Morris K. Udall, and H. R. 460, the Voluntary National Youth Service Act, sponsored by the Honorable Leon E. Panetta. I trust and hope that both Congressman Udall and Senator Daniel P. Moynihan, the sponsor of a companion to H. R. 18, S. 27, in the Senate, will be able to appear before this panel if they have not already done so.

In addition, I would like to express my appreciation to the numerous individuals and organizations which are enthusiastically offering their support of this initiative, and of youth service in general, through

their testimonies and written statements.

Mr. Chairman, our national association believes that you and this Committee are very much aware of the seriousness of this issue in 1988, and of what our great Nation is facing today and in the future. We must address the urgent threat of our younger generation and pay attention to them and let them know our Nation does care about their future now. We have some fine youth in our Nation but we are losing too many to alcoholism, drugs, aids and other very serious problems. All of these problems are destroying the minds and bodies of the future leaders of our Nation.

The Youth Service Corp H. R. 18, H. R. 460 and S-27 would give our youth hope, discipline, health, jobs, respect, tra'ning, morals, deter crime and produce good, law abiding citizens of our Nation again.

Our national association has been, for a long time, trying to get Congress to enact a law such as this Youth Service Corp. We are strongly in favor of these Bills and urge their passing in Congress in 1988. I firmly believe that America's youth are the most

precious natural resource we possess. Yet, all around us the strong bodies and able minds of millions of young people are dulled in an economy that quite often denies them the right to find a productive and respectable place in society.

I strongly encourage the passing of these Bills because I believe that a national youth service program of this type would have a positive impact on all these issues. A program of this type would be a means of restoring lost social services to our communities and performing necessary conservation tasks and at the same time provide youth with a constructive alternative to unemployment and would serve as a powerful lesson in citizenship. The youth of this Nation not only need this type program but they want it as well. A Gallup poll taken in December, 1987, showed 83% favored the establishment of a voluntary program allowing youth to enroll in either civilian or military service.

There is a very large number of unmet human, social and environmental needs that could be met by a national youth service program. There are jobs in the field of education, child care, health care, conservation,

criminal justice and public safety. The availability of a program such as this would allow our youth to join society as productive youth and aid in the transition to adulthood. There are many young people who have already discovered a sense of purpose in community service projects.

If youth are given the opportunity to participate in service programs, they realize much more than monetary compensation for their efforts. They see results for their communities, they realize the personal satisfaction derived from giving of one's time and energy for the benefit of others, they earn valuable work experience that will enable them to make the right choices in obtaining future employment, and they learn to meet the challenges of today's world.

This Youth Service Corps Program will meet the needs of our Nation with the work projects; conservation of forests, wildlife, range lands and soil; revitalization of urban areas and preservation of historic and cultural sites; development and maintenance of recreational areas, roads and trails; erosion and pest control; energy conservation and production of

renewable energy and emergency rehabilitation service functions.

Our youth need the education that these programs offer. In all states, we have far too many drop-outs. In Mississippi our Governor, Honorable Ray Mabus, and our First Lady, Mrs. Julie Mabus, are presently making an effort to wipe out illiteracy in Mississippi. We Mississippians are very proud or Mrs. Mabus and her sincere efforts in these educational endeavors.

Mississippi's own Congressman, Honorable Wayne Dowdy, has been a co-sponsor of H. R. 18 and each year we have had a CCC Bill in Congress that he has co-sponsored. I have asked him to testify May 24, 1988 on Bills H. R. 18 and H. R. 460.

Those of us who have been a part of the CCC are proud of the work that we accomplished from 1933 to 1942. Fifty-five years later our work is still bringing in revenue for our Nation. The program made men out of boys.

I was in Washington, D. C., on February 3rd and 4th,

1987, for the National Governors' Conference and met with the Chairman of this group, Governor Bill Clinton from Arkansas. I suggested to the Governor that his National group give recommendations to Congress and President Reagan to pass Senate Bill 27 and H. R. Bill 18. They were meeting to try to come up with a sound solution to our national welfare problems which is a national failure. We can use welfare money and give the CCC boys a job and send money to the families also. Please take a look at the state of Wisconsin for example, and many other states with tremendous welfare problems and a high school drop-out rate, and see that a youth program such as this would be a valuable assistance to so many.

The Youth Service Corps, when passed, will save millions of dollars each year. The boys and girls will save our Nation's timber industry by fighting forest fires and planting more trees and taking care of our national resources as the CCC boys and girls did in the 1930's.

In 1987, the South had a crisis situation regarding wild fires and causing Mississippi to suffer a terrible

loss of this natural resource. Add to this the loss of timber in California, Oregon and Arizona and the total will be billions of dollars lost because of fires. The Youth Service Corps could help replenish this valuable resource.

I'd like to leave you with a quotation that I came across a while back called, "What is Youth?"

> "Youth are people who are going to carry on what we have started. They sit where we are sitting and when we are gone, attend to those things we think are important. We may adopt all the policies we please, but how they will be carried out depends on them. They will assume control of our cities, states, schools, universities, and our corporations. All our books are going to be judged, praised or condemned by them. So it might be well for us to pay them some attention."

Now, in 1988, we have an opportunity to give them jobs and skills by the passing of Bills S. 27, H. R. 18 and H. R. 460.

Loss of youthful idealism is a shame, but inevitable. Yes, when we were young, we had all the answers. Now we have forgotten the questions. Americans, it is time to wake up and save our youth before it is too late. Save our Nation and our youth now. A voluntary national conservation and youth service program would offer young adults a renewed opportunity to earn a sense of pride and self-respect, and fulfill many pressing national human, social, and environmental needs. Mr.Chairman, members of the Subcommittee, I respectfully urge you to act soon on this measure so that we may then be able to have action by the full Committee, the Committee on the Interior, which also has jurisdiction of the ACC bill, and then the House. The time is very ripe for the beginning of a voluntary national youth and conservation service, the creation of a Youth Service Corps. Thank you Mr. Chairman.

Mr. HAYES. I want to just comment before turning the chair over to the subcommittee chairman. We have benefited by some excellent testimony, all of it.

I want to commend you. I don't have any questions to raise of you. I went through what you're talking about.

Mr. DAUGHDRILL. It was good.

Mr. HAYES. I'm telling you. And I don't want to get all caught up in it, you know. Congressman Roybal, he started out in 1933, I started out in 1936 in this same program, just after finishing high school.

There's no question about the need for this kind of legislation today. The time is here.

And you, Senator, I want to know your formula for your good looks. [Laughter.]

And your thought collection, you know, the way you express yourself. I have to just express my personal aspiration. The way you have been able to merge the past with the need for today and tomorrow. I just wish some of your colleagues that you left behind over there in that other body and the body which I am a part of, had the kind of concern that you have expressed here for not only just—it's the welfare of our Nation we are talking.

Our young people of today are the leaders of tomorrow. They're the ones that we have to depend on. But there seems to be a little bit of difficulty trying to get some of our current legislators to see and understand that.

It is my hope that we will be able to push through this legislation. I am not so unmindful of the kind of difficulties that we are going to be confronted with, because it is lack of understanding and the refusal of many on both sides of the aisle to understanding what should be our priorities as to how we should spend our dollars today.

But I just want to congratulate the chairman of my subcommittee, Congressman Martinez, for having taken the initiative to introduce with others this kind of legislation.

Whatever you can do as members of this panel—you know people in Congress from your State of Mississippi——

Mr. DAUGHDRILL. I'd like to say, Mr. Chairman, that my Congressman, who is Honorable Wayne Dowdy, he has cosponsored every bill we've had since he's been here, since 1980, and he is still a cosponsor and he is gonna try to get over here and testify today if he can. If he can't, he is going to send over his testimony and have it on file.

But, as you said, it is something, it is too late now, we've got to move.

Mr. HAYES. That's right.

Mr. DAUGHDRILL. And let me bring out something. It was brought out about we had so many white people, young boys that was giving us, on the road, I'll put it like that. I was reading some articles of the history of our CCC's. See, we were segregated back then.

Mr. HAYES. That's right.

Mr. DAUGHDRILL. I traveled a lot. I slept in the black camps. I ate in the black camps. We had records that they produced. They

had some of the better records than some of us whites. They did their work efficiently, and it was durable when they got through.

So it was work, I don't care, some of the argument is, we don't want to have all the different nationalities in this. We've got to. We're living in a different world today. This is a changing world. We've got to live together. And we've got to move our Nation, put our Nation out first. We've got to look for what's better, best for our Nation.

Mr. HAYES. You're absolutely right. I learned one thing above all, I guess, as a 17-year-old youngster, what discipline meant. When that sergeant told us when we were picking up and cleaning up the camp yards, to pick up everything that wasn't nailed down, he meant it. We were picking up matches as a part of cleaning up the yard.

Mr. DAUGHDRILL. Right. And another thing, you brought this to my attention. Some people may not believe this, but we had to make up our beds just so——

Mr. HAYES. That's right.

Mr. DAUGHDRILL [continued]. That when they come through, the officers come through inspection, they would tear them up and throw them over in the corner and we had to make them back up again. We had discipline.

Mr. HAYES. That's right.

Mr. DAUGHDRILL. And that's what made me and the other boys, discipline.

Mr. HAYES. I'll turn the chair back to my chairman. We get carried away.

Mr. DAUGHDRILL. You and I could talk about it all day long.

Mr. HAYES. That's right.

Mr. DAUGHDRILL. The benefits of it.

Mr. HAYES. Mr. Chairman, I yield the time back to you.

Mr. MARTINEZ. Thank you, Charlie.

Mr. HAYES. All right.

Mr. MARTINEZ. You know, I thought you guys were in the Marine Corps, not the CCC's. I remember they used to do that in the Marines. I remember it was said that in the CCC's you learned the kind of discipline that changed your life and your life's direction. And I didn't have that CCC experience, although my two older brothers did, and I know it did change my oldest brother's life. Congressman Roybal was talking about boxing in the camps. That's where my brother got started boxing and went on to be the number one ranked featherweight in California, in fact, he was California-Pacific Coast Featherweight Champ. He went on to be at one point in time, second ranked in the Nation.

Just about the time he was going to get what they call in the boxing game his big break, he was drafted in the army and went to Normandy. But he never regretted being in the CCC's and that experience changed his life to a degree.

When he came back, I think from there on all he knew was success in his life, and probably because that first success bred more success. I think that he relates success to that experience. I remember one time he spoke, Mr. Daughdrill, about those things that still exist from what was done 55 years ago, and how we're still reaping the reward of it. I remember I was up North one time in this little

town, I can't even remember the name of it, and there was a facility there that was built and had a plaque on it "Built By The CCC Camps" and the name of a CCC camp. My brother said, "You know, I was in that camp and I worked on that building." He was very proud. Here he was bragging about something he did when he was a teen-ager.

So, you have to realize from that kind of an expression that, yes, even the people who are alive today who worked on those projects run around the country and every time they see them, it fills them with a certain sense of pride.

Mr. DAUGHDRILL. We just installed one in Kentucky, about a month ago, the Senator was talking about earlier. We have reunions. I just attended one last Saturday in Mississippi, and I was the presider of one. We have reunions all over every State, and we all come together. Talk about alumni. We're close together, we are knitted together. Because we was in there and—well, we come up, we was down in the bottom of the sea, the water, the creek, but we come on top together. And it made men out of boys. And we're proud. We're not ashamed that we was hungry and didn't have the right clothes to wear back then.

We were supposed to have a celebrity here besides the Senator here. He has testified before. Mr. Raymond Burr, the actor, he's testified over the years for us, and he was supposed to be here, but he's out of the country. And if he'd have been where we could've got in touch with him, he'd have been happy to come here. He was a CCCer. And we had mayors, we've got mayors, we've got Congressmen, we've got Senators, we've got people from every walk of life that was in the CCC's. Now, that shows you what it would do to the young generation today. It will turn them around, as the military says, about face. That's what we've got to do.

Mr. MARTINEZ. One thing that Mr. Daughdrill said is going to lead me to a question I am going to ask Mr. Szanton. He said, if we can't keep them in the schoolroom—and I'm going to paraphrase him, because I know the intent of his remark—we have to find someplace to teach them, which is not in the classroom, and that someplace else may just be real life experiences in CCC camps.

Let me ask you, because I'm not sure I understand the difference, what you meant when you mentioned that an ideal bill should not be weighted so heavily towards job creation and job training. We're trying to create something here that would address a myriad of problems that we have, and one of them is that we're losing low-skill jobs. Some of those low-skill jobs, let's say, in the steel industry and the automobile industry, allowed people to go on the job and get trained right there to do the job because it was an immediate skill that could be quickly taught. And yet they get great reward from jobs that, depending on where it is in the country and if they have union representation or not, pay anywhere from 12 to 15 to 20 dollars an hour. It has provided them with a very, very good living, a living on which they were able to raise their families as well as have some financial security. Maybe they had to scrape and scrimp and sacrifice a little more to send their children on to college, and take advantage of any of the educational grants running, the things that were available in more abundance then than they are now. But still they had an opportunity.

Now we see those industries diminishing. The automobile industry is being decimated and we're losing to foreign imports for a lot of reasons that I don't want to go into.

It would seem to me that we must do everything we can do, in any way, in any small way, to create some jobs. With Youth Corps we're not really creating jobs because the primary goal is to do work for our communities by doing those jobs that wouldn't have been done otherwise. But some job creation is possibly going to come out of this, if not directly, then indirectly from the fact that whatever these youth make, even though it's a small amount of money, because we are sure that it's going to be either in benefits or wage up to the minimum wage, somewhere in this they are going to provide themselves money to go out and buy things.

When they go out and buy things, that creates jobs someplace else, too.

So I am a little bit concerned about your statement, and maybe there are some very good rationale that you have in mind, and I would like to hear it.

Why shouldn't we—are you saying that we shouldn't at all, or that we shouldn't weight it so heavily? Could you please define that for us?

Mr. SZANTON. One of the dangers, Mr. Chairman, of not having prepared testimony is speaking softly, and I am afraid I did it in this case. I don't at all mean that the emphasis of this bill on jobs is a mistake. I think the bill will have exactly the effect on young people imparting training, in providing income, and stimulating employment that you hope.

I was trying to make a different point and I am afraid made it poorly, and that is that if one were designing an ideal service program, it would look not only to the needs of the underprivileged and underemployed, it would look to the needs of all of youth. I think that all youth, and indeed, all citizens ought ideally to be given a chance to serve. There ought to be an ethic of service that suffuses the whole country, and that someone who dies at the end of a long life, never having served his country or her country in any form, civilian or military, as a youth or as a retired person, should feel ashamed not to have done so.

I think this is, by and large, a country that provides much to its citizens and asks little of them. And that does not do them a favor. On everyone something should be asked. And my point is simply that this bill, oriented as it is, toward youth who are, in some sense, neediest, is entirely appropriate so far as it goes. But in an ideal system of service, we go much farther.

Mr. MARTINEZ. I thank you. That is a good clarification, and it's a good point, well made.

I think you're right. I think that, with a lot of us, we take a keener interest in something when we have something invested. I think that's why a lot of young people from the CCC's and that experience, go around and when they see something that they have worked on, it's a source of pride. And I know that just the service that I did in the Marine Corps is a source of pride to me. I am very proud of that, and I felt that I was serving my country, and that makes me a part of it. That gives me a right to complain about it,

it gave me a right to criticize when I think they're wrong, it gave me a right to run for office.

And so, in that regard, I think you are absolutely right.

Mr. Jontz.

Mr. JONTZ. Mr. Chairman, I just want to take a minute to tell this panel what an outstanding presentation, in my opinion, we have heard this morning, and how inspiring, in particular, Mr. Daughdrill, it is to hear your testimony and the testimony of my colleagues, Mr. Hayes and Chairman Roybal, about what an impact a program like this has made in your lives.

And, Senator Randolph, I don't know how our Nation can ever pay its debt to you. You would think it would be enough for you to get this bill through the Congress the first time, and here you are again to get it through a second time. You would think that we would have learned the first time, but you are back, pointing out how critical the need is today, just as it was in 1933.

Mr. Blyth, I wish that the record could show the enthusiasm on your face and in your presentation from your visits to the Conservation Corps and Youth Service Corps activities that we have out there today, because that speaks of how convincing they are in terms of the impact on today's youth, just as the CCC had an impact on the youth of our Nation in the 1930's.

Mr. Halperin, you spoke of the needs of the non-college youth in our country. I know, in my own State of Indiana, for so many years all that was necessary was for a young person to get a high school diploma, he would go immediately into the steel mills, into the auto factories, back on the farm, and have a secure job and make a living that way. And today, those jobs aren't there. Sixty percent of the people who were employed in steel are no longer in steel, and, to a lesser extent the same is true in automobiles and in agriculture. And I see our young people today, and more of them do need to go to college, but not all of them are going to, and we need to do things like this proposal would create for those young people if they are going to remain in our community and to make a decent living and provide a good future for their families. This is so important.

And again, let me thank all of you for your very inspiring testimony today, and I hope that this gives a push to our bill here that will get it over the obstacles that you have identified.

Thank you.

Mr. HALPERIN. Mr. Chairman, on your earlier question concerning cost, if I might recall for the record, in 1983 this Administration appointed a Presidential Commission which later brought out the celebrated report, "A Nation At Risk." We have been talking about that report for a long, long time, but, of course, very few people ever read it.

I would just like to point out that that commission said, "Excellence costs, but in the long run mediocrity costs more." I think this is an excerpt from that report which is well worth repeating.

Mr. MARTINEZ. I remember that, and I have used it often.

The thing is that this Administration sometimes contradicts itself. Our dear President, Mr. Reagan, when he was Governor of the State of California, was so enthusiastic about the Conservation Corps in California to which you referred, that he signed it into

law as the governor, yet he pocket-vetoed that law as a President. Now, that is inconsistent to me. If it was good for California, it was good for the rest of the country. And I just don't understand that.

But, of course, there are a lot of things I don't understand about this Administration. [Laughter.]

I want to add my words to those words of gratitude that Mr. Jontz has expressed.

Your testimony was undoubtedly some of the best we've heard on this particular issue, and we are deeply indebted to you for it. We hope that you will continue to encourage the members, like Wayne Dowdy, who doesn't need very much encouragement. He has been one of the champions of the things that really make America stronger, and I am hoping that he is senior Senator. Enough of a political plug.

Wayne is one of those people who I was next door to in the first term that I was in Congress. I do appreciate, did appreciate and miss the down-home kind of hospitality that his office showed our office, and that, occasionally when there was a little celebration or something there, his staff and he knew how to put on a good down-home type party, just an innocent party.

Mr. DAUGHDRILL. I was at some of them.

Mr. MARTINEZ. But Wayne is a great individual, and I know he supports this.

And for all of you, I appreciate your support, and I hope you continue to convey your thoughts to the people that are going to make that decision.

Thank you, very much.

Mr. DAUGHDRILL. Mr. Chairman, could I say just one word?

Mr. MARTINEZ. Mr. Daughdrill.

Mr. DAUGHDRILL. Could I ask you a question?

Mr. MARTINEZ. Yes.

Mr. DAUGHDRILL. I am confident that your committee is going to pass this out. Where will it go then?

Mr. MARTINEZ. If we pass it out?

Mr. DAUGHDRILL. Yes, sir.

Mr. MARTINEZ. It will go to the full committee, and then after they pass it out——

Mr. DAUGHDRILL. That's Congressman Hawkins?

Mr. MARTINEZ. Congressman Hawkins. And then from there, hopefully, to the Rules Committee for a rule to be heard on the floor.

Mr. DAUGHDRILL. Could I ask you one more question?

Mr. MARTINEZ. Sure.

Mr. DAUGHDRILL. Do you see any roadblocks down the road anywhere?

Mr. MARTINEZ. Yes, a few, mostly from those people who are concerned about our budget deficit. This is another inconsistency in this Administration. We don't do things that return monies to us because they cost too much, yet we allow things to permeate that cost us money. take incarceration, rather than training that only costs anywhere from a total of $9,000 to train somebody for a job that would produce revenues to us to detract from that deficit, this Administration would spend the money on incarceration. It just doesn't seem consistent to me.

If we are going to rid ourselves of that deficit, one of the great ways to do it is get people back to work. I remember the statement being made early on, we've got to put our Nation back to work. Not at less dollars, which seems to be the thrust of this, not at less dollars, but at more dollars.

Mr. DAUGHDRILL. I would like to call to your attention, I furnished the committee with Congressman Panetta's speech to our convention over in California, and he brought out strongly there that if we would use some of the money that we're already spending and put into this program, we wouldn't have to have any more revenue. And I believe what he brought out—and you have it, everybody has it there—but the reason I asked the first question, Mr. Chairman, I'm holding in my hand, I'm sure you're aware of it, S. 27 committee and H.R. 18 committee has received from a letter from the Department of Agriculture. Are you aware of that?

Mr. MARTINEZ. Yes.

Mr. DAUGHDRILL. Well, we're going to overcome that if we can.

Now, you mentioned something in your correspondence to me that the Interior, what part will they play in it? Will they have any deciding part in it? If we pass it in both houses, will they still have any?

Mr. MARTINEZ. No, they won't have to implement the bill if it passes both houses and is signed into law.

Mr. DAUGHDRILL. Well, the director and I are good friends. I've visited with him. He was over at our convention and spoke to us, and I've been over every time I've come to Washington for other reasons besides this. I've visited with him.

But his speech to our convention wasn't as encouraging as Congressman Panetta's was. But I believe his cost was one reason. He said we didn't have anywhere to put them, like buildings.

Mr. MARTINEZ. Well, I am sure Mr. Panetta can find the money since he's going to be the budget chairman. [Laughter.]

We thank you again for your testimony, and we are adjourned.

[Whereupon, at 11:35 a.m., the subcommittee was adjourned.]